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JANUARY JOURNAL OF SOCIAL WORK 1941

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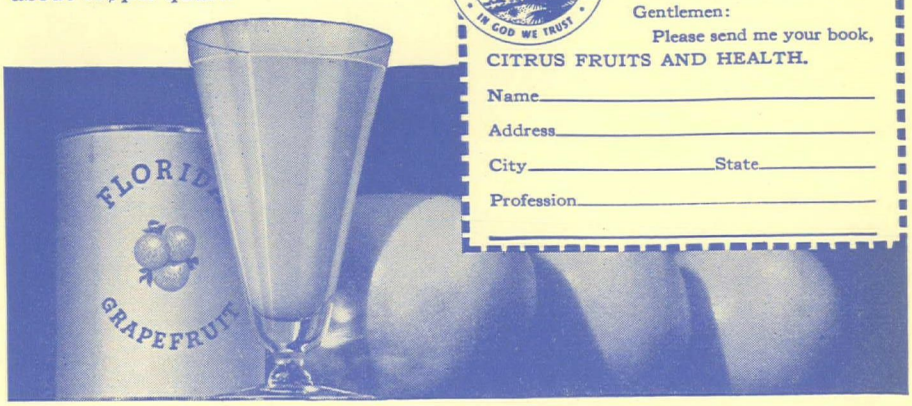

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So They Say

• Home is not where you were born, but where you want to die.—CARL ZUCKMAYER, *in "Second Wind."*

• There are and can be no Robinson Crusoe nations in this modern world.—NICHOLAS MURRAY BUTLER, *president, Columbia University.*

• Hungry children must first be fed before they can profit by the treatment of a child guidance center.—*Report of Survey of San Antonio by American Public Welfare Association.*

• The great internal problem in this and in all countries is to find out what in our way of life we want to preserve, come hell or high water, and what we are willing to change.—DOROTHY THOMPSON, *political commentator.*

• If we believe that the loftiest virtues passed from our public stage when Thomas Jefferson or Abraham Lincoln breathed his last, we write ourselves down as in a stage of decline.—R. L. DUFFUS *in New York Times.*

• There has been peace over a larger area, and blessing more millions of people, and lasting for longer periods of time, on this Hemisphere than has been known anywhere else in the world.—ADOLF A. BERLE, JR., *Assistant Secretary of State, in "New Directions in the New World."*

• Peace making is a difficult job.—LORD CECIL *in The Listener, London.*

• I find the great thing in this world is not so much where we stand so much as in what direction we are moving.—*The late* JUSTICE OLIVER WENDELL HOLMES.

• Beware of regarding your own views on any subject as the opinions of the Almighty. We are all much given to it.—JOHN PALMER GAVIT *in Survey Graphic.*

• The Florence Crittenton Home is for girls who have fulfilled their social obligations.—*A highschool girl's essay in prize contest of the Phoenix, Ariz., Community Chest.*

• Something had cracked in the old Western civilization and its walls and lofty towers . . . were tumbling around men's ears. And the intellectual calamity seemed to be that no one could say whether the turmoil was the result of avoidable stupidity or of the operation of laws of economic and social evolution that were acting on mankind as other laws had acted on the dinosaur and the sabre-toothed tiger.—*The late* HANS ZINSSER *in "As I Remember Him."*

• Every man is a reactionary in the neglected part of his mind.—ALVIN JOHNSON, *New School for Social Research.*

• The agencies that comprise social work are just about as cohesive as the Balkan states.—GAYNELL HAWKINS *in "Education for Social Understanding."*

• There is nothing like a long period of book learning for saving essentially incompetent young people from an early showdown.—ALAN GREGG, M. D., *New York.*

• Nothing is ever quite so dangerous to civil liberties as a patterned patriotism on the loose, no matter how high and pure the aims and motives of those who shape it.—JONATHAN DANIELS *in The Nation.*

• The cynicism which puts aside as naive and outworn the impulse to be righteous and unselfish is the really dangerous Fifth Column in our midst.—GEORGE N. SHUSTER, *president, Hunter College.*

• I submit that organized world peace and welfare mean such a revolution in human life as will dwarf all previous revolutions to comparative insignificance. They mean such a universal scrapping of time-honored institutions as mankind has never faced hitherto.—H. G. WELLS *in The Nation.*

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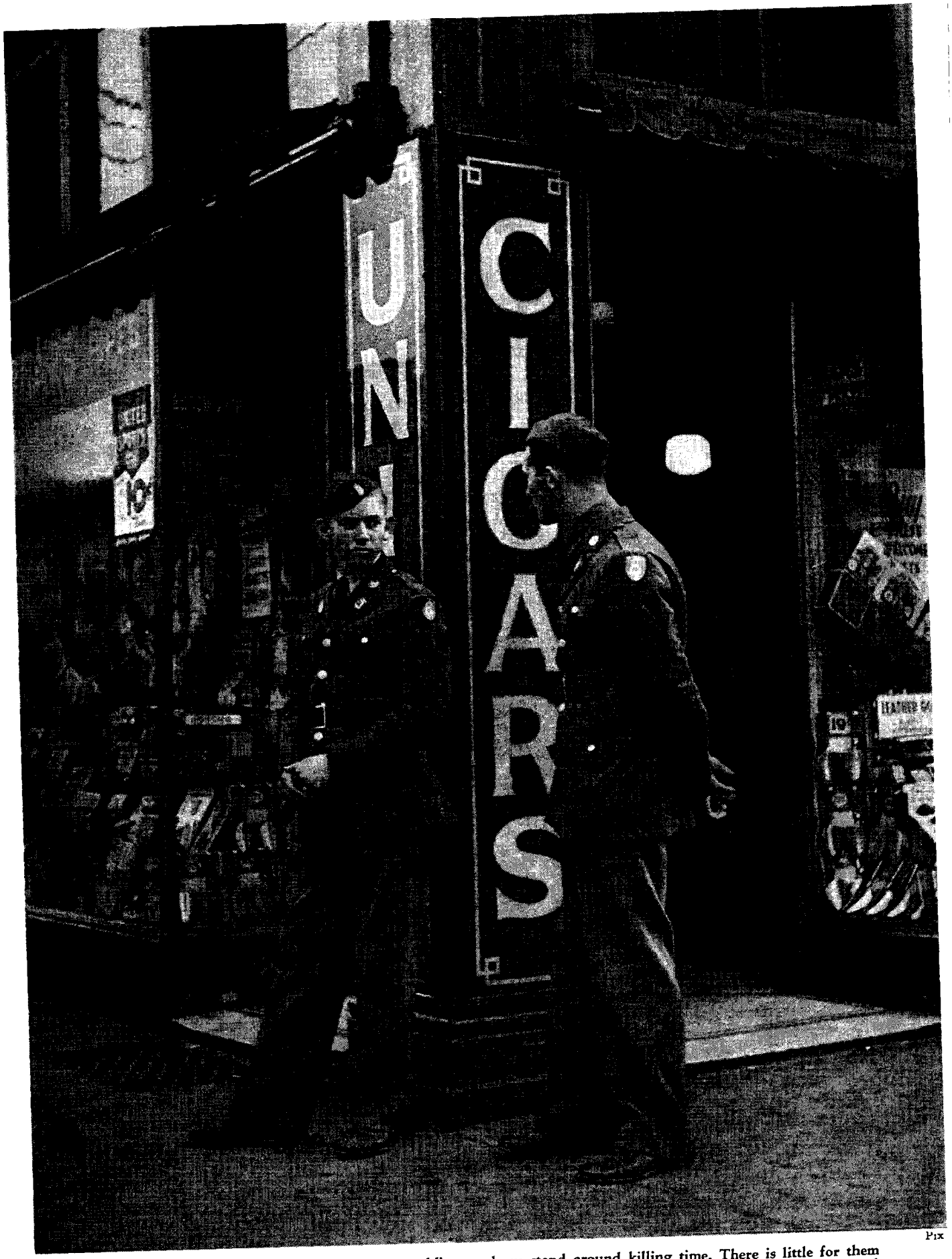

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In any town near a big army camp young soldiers on leave stand around killing time. There is little for them to do. Even worse off are the defense workers, who lack the recreational facilities of the camps. National welfare agencies look to Washington for leadership in a program of activities in the defense areas. Page 16.

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SURVEY MIDMONTHLY

JANUARY 1941

VOL. LXXVII NO. 1

The Merit System's First Year

By LOUIS E. HOSCH
Consultant, American Public Welfare Association
and
HARRY W. MARSH
Field Representative, National Civil Service Reform League

MERIT is on the march and has been for a year, ever since that deadline of January 1, 1940 set by Congress for state establishment of "personnel standards on a merit basis" in all agencies operating under the social security program. Yes, merit is on the march, the most significant development of a decade in public welfare and civil service administration is on its way. But how far has it gone? What are the forces that are determining its direction? What are the stumbling blocks in its progress?

The new machinery of administration required by the program, specifically the state merit system councils, has been a factor in many places in the lag in its operation. The function of the council had to be clarified and its relation to other state bodies defined. However, in all but one of the states, merit system councils and merit system supervisors have been appointed. Although political considerations undoubtedly have affected a few of the selections, the persons appointed generally have indicated a keen desire to do an honest and respectable job. These councils decidedly are not window dressing, even though some of their members undoubtedly represent negative forces in their communities which had to be reckoned with by the appointing power. Over a third of the members thus far appointed are business executives from large firms and corporations and a little less than a third are university professors and representatives of colleges. The rest are other professional people, with attorneys predominating. Interestingly enough about a fifth are women prominent in their states. Most of these people are just becoming acquainted with their tremendous task of maintaining a balance between political forces, the requirements of social security administrators, and the interests of employes. No one at this point knows just how these councils will shape up and function. Their role is that of neutrals in the public interest; they are not the representatives of state administrators, employes, or the Social Security Board. It is encouraging to know that they are reaching out in many directions for help and guidance and are not listening to just one kind of advice.

The merit system supervisors most often have been drawn from the academic field, which has more experience than others in the examination work with which the merit system program at the present time is chiefly concerned. Teachers of political science, political economy, sociology, and the like are presumed to have some knowledge of the theory of civil service examinations even though they lack the experience desirable for handling an open competitive system in a government agency. In one or two instances persons have been appointed as merit system supervisors wholly upon the basis of their experience in the public schools. The lack of firsthand practical experience in competitive examination work for a governmental jurisdiction has put a heavy burden upon the field representatives of the State Technical Advisory Service of the Social Security Board to give advice and counsel to merit system supervisors. Evidence that their advice has borne fruit is seen all over the country in the announcements of examinations and the generally well organized procedure for conducting them.

A comment on the merit system frequently voiced by administrators is, "I'm in favor of it, but. . . ." Of course no administrator

During the fall Mr. Hosch and Mr. Marsh conducted institutes on merit system administration at state conferences of social work in seven middlewestern and western states. This experience affords a vantage point of observation for their appraisal of the progress of the merit system in the states and for their answers to questions frequently heard: Are state merit system councils much more than window dressing? Who are the merit system supervisors? What do the local public welfare administrator and his staff think of the examination system? What is the reaction of the public?

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would put himself on record as favoring political appointments to social welfare positions and all are fearful that any criticism of the present procedure might be so construed. But there is no doubt that the new system is bearing down heavily on certain administrators who themselves are not wholly free of political traditions—"to the victor belongs the spoils"—and whose chief executives are looking out for the "good of the party." This is a passing phase, taken seriously only by the occasional administrator who, unable to get around the law and deliver the goods, finds himself not on speaking terms with his governor. Much more serious is the fear, held by a considerable number of administrators, that the system will produce "stagnation" in the services. It will be next to impossible, they say, to hold the services to a high standard of efficiency while the protection thrown around employes by the merit system makes it difficult if not impossible to remove the incompetent and inefficient, "unless you can prove a crime."

The best way to dispel these fears is to demonstrate that sound, well rounded merit systems, courageously administered, provide not only for the selection of persons most fit for public duties, but for the retention in service of only the most fit. One of the essentials of a sound system is well devised and carefully administered service records whereby the character and efficiency of service of each employe is a matter of current record to be used for purposes of eliminating dead wood as well as for promoting efficient incumbents.

To prevent stagnation in any government agency the same procedures of personnel management which control employes of a private corporation are necessary. Here nothing takes the place of courage on the part of the administrator. Any employe who persistently fails to live up to a minimum standard of performance should be dropped automatically from the service. Going along with the service record system should be a planned program for in-service training with due credit and recognition given to employes in their service records on the basis of their showing in the training program.

Many of the doubts and fears engendered by this first year's experience in whipping together a merit system are due to the fact that in the haste to get going, some of the essentials to a sound well-rounded system have been omitted or postponed. The essentials which a system must have if it is to be effective and produce results are seven:

1. The direction of a qualified administrator with knowledge of modern techniques of competitive personnel selection and management.
2. Sound classification, with duties and requirements, of all positions in the service.
3. Positive recruiting of applicants.
4. Cooperation with the educational system in promoting vocational training.
5. A well devised and carefully administered service record system.
6. Adequate provision for transfer, promotion, and retirement.
7. Disciplinary control.

A good many of the criticisms expressed by administrators and their staffs of the merit system as it has shaped up during its first year, are engendered by the slow process of negotiation at different levels of government by which technicalities are ironed out. Take Montana, for example. In 1937 that state adopted certain procedures in its public assistance agencies which, it was informed by representatives of the Social Security Board, constituted satisfactory application of the merit principle to the employes. Thus assured, the employes considered themselves secure in their positions. But last year, after the Social Security Board adopted general merit system standards for all the states, the Montana administrators were informed that a considerable number of their employes, although they met minimum entrance requirements for their various positions, could not be counted as under the merit system. Controversy ensued between local and federal authorities. Only in the last few weeks has the issue been sufficiently clarified to permit the Montana officials to accept the standards insisted upon by the Social Security Board. Meantime some 150 employes out of a total of about 400 have been on the anxious seat with their "occupational jitters" communicated to the rest of the staff and reflected in the work of their agencies. To this day the 150 do not know positively whether or not they can remain in their jobs. To attempt to produce service of a high caliber in the face of a situation of this kind, or of any one of its variants, is discouraging to say the least.

WITH the exception of a few kinks still to be unraveled in several states, the rules and regulations for merit system administration have been submitted by the states and approved in Washington. A considerable majority of the states have completed their classification plans, preliminary to examination programs. Most of those with civil service legislation have initiated examinations for state employes and a few for local employes. Examinations now are in progress in about a third of the states. Some have merely announced their examinations, others are completing the oral interviews. The rest are not prepared even to announce examinations. With rules and regulations and classification plans pretty well in hand, the State Technical Advisory Service of the Social Security Board will find itself in a better position to assist the many jurisdictions now faced with an examination program.

The time element with its deadline factor pushed the states and the Social Security Board into a hectic program of examinations. Only the unselfish and backbreaking work of the staff of the State Technical Advisory Service made the program of 1940 as successful as it was. No one —school people, federal officials, or public welfare administrators—is very proud of the examination material that was used. But where examinations have been completed, administrators express satisfaction with the employes they are getting and the employes are recovering from their attacks of jitters with consequent benefit to the services. All concerned realize that the State Technical Advisory Service cannot continue forever to be the major source for examination material as it has had to be thus far. National agencies, such as the Civil Service Assembly and the American Public Welfare Association, have assisted by acting as a clearing house on some examination items, but in the future some central agency must assume this important function, preferably one without too specific concern with administrative decisions.

The desperate need of state merit system supervisors for technical assistance and the limited amount of assistance available in the country forced the Social Security Board to accept responsibility for assisting the states in the new program. It was inevitable that patterns of rules, classifications, and examinations should evolve. Some state welfare administrators object to these, saying that patterns

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have been superimposed on them. But most of them were glad to take help where they could find it. If the board developed a pattern—and there are too many deviations to believe that this is wholly the case—it was because of pressures at every stage in the development of the system.

Citizen organizations, local and state, throughout the country are showing direct and growing interest in the way in which the merit system is applied in social security agencies. Among those of national scope that now include the merit system in government employment among their major concerns are: the Junior Chamber of Commerce, the General Federation of Women's Clubs, the National League of Women Voters, the American Federation of Labor, the CIO, the American Legion, the Federal Council of Churches, the National Council of Jewish Women, the American Bar Association, the National Lawyers' Guild, the American Engineering Council, the National Consumers' League, and the National Civil Service Reform League. Representatives of many of these organizations were present at the merit system institutes held during the fall in connection with state conferences of social work. Some of the most intelligent questions asked from the floor at the Nebraska institute came from members of the State Association of University Women, who were particularly concerned with the method of handling present incumbents of positions.

Many people at that institute and at others held that injustice is done if incumbents, however well qualified, do not have to submit to open competition with other persons, perhaps equally qualified, and maintained that a real merit system should require such competition. On the other side, appeared the argument of the disruption of staff morale created by uncertainty in the minds of employes as to the continuance of their jobs. Many employes, it was said, frankly have no faith in the validity of the competitive examination process. They believe that luck more than anything else determines results. Older employes fear subjecting themselves to competition with persons fresh from an academic background with plenty of practice in passing examinations. Only improved examination techniques will resolve these doubts and fears.

The impression that a merit system creates stagnation of the services is also a matter of interest to citizen agencies, particularly to business men who have had contact, in one way or another, with government agencies, and are firm in the belief that they are staffed in large part with incompetents. This general impression, however ill-founded in fact, must be faced realistically if the merit system is to be understood and accepted by the public.

MOST citizens have only a vague idea about how the merit system operates and are apt to believe that the examination process is a lot of academic hocus pocus. Many of them are perfectly sure that all merit systems are political rackets, merely cloaks for the continuation of the spoils system. Because of the prevalence of these ideas, personnel administrators need to go far out of their way to explain the competitive examination process, to advertise the examinations and to let the results be known to the public. In Nebraska the merit system supervisor and his council have done a good job of explaining in radio broadcasts, through newspaper publicity, and by contacts with schools and colleges, exactly what was taking place. There is no doubt that many good candidates for the examinations were found in Nebraska because of the widespread public attention given to the work of the merit system council. In few states have councils done a better job of informing the public and creating understanding and acceptance of the system.

The experience of the past year yields much evidence of the value, in terms of public relations, of the service of outstanding citizens, professional and business men and women, as members of examining boards. In such services the communities have seen the best guarantee that examinations are "real and earnest."

The citizen agencies represented in the merit system institutes were deeply interested in the possibility that the personnel procedures now being applied to social security agencies would lead to a permanent statewide merit system. In all probability, bills to that end will be introduced in the 1941 legislative sessions in all the states in which those institutes were held. The progress of this legislation will depend to an extent upon the efficacy of the examination and personnel management process as it is developed in the security agencies and on the attitude of administrators—their conviction that the system enables them to achieve good results. Against these factors will be opposed old-school political leaders who hold that their future depends on their ability to produce jobs for their constituents. In this situation the importance of organized citizen groups, informed and convinced on the usefulness of the merit system, cannot be overestimated.

EVERYWHERE throughout the country the need for expert personnel technicians is evident. Merit system supervisors have been obliged, all of them, to rely largely on the technical advice of the personnel advisers sent out by the Social Security Board. It is highly desirable that each state build up its own staff of personnel technicians. The source of supply is probably to be found in universities and colleges and in the private employment field, but no specific course in college or university will take the place of practical experience. With the examinations now being held in the states for the social security work, the number of experienced persons is growing. In the next few years technically qualified personnel people should become available throughout the country.

Many of the processes of personnel management essential to a sound, effective merit system are still in the background of the social security program, and in the background of general concern in the development of the system. At the institutes, the problem of incumbents and the fear of administrators of being forever saddled with incompetent or inefficient employes came out as of immediate urgency. Such matters as in-service training, service records, the procedures of promotion and transfer, the need for a retirement system to anticipate the problems of superannuation, were relegated to the rear. Yet all these are part of a merit system and must be faced realistically in the very near future if the present program is to advance on all fours.

No one, whatever his post of observation, can predict how the merit system with the standards set by the Social Security Board a year ago will serve the purpose for which it was designed. Its first year has been hectic, but the net results undeniably are in line of progress. The first year, they say, is the hardest. But in an undertaking as large as this one with so many ramifications in old ideas and practices, the second and the third years will not be easy. But they are bound to be interesting.

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Hazards Ahead for Public Welfare

By GERTRUDE SPRINGER

NO sooner do public welfare agencies succeed in taming one whirlwind than another begins raising dust to upset their best laid plans. In December 1939 when the American Public Welfare Association met in Washington, the merit system, its deadline only a month away, was bearing down on the welfare administrators. In December, at the 1940 meeting, the cloud clearly visible on the horizon was the effect of the national defense program on welfare services. That the services would be affected no one doubted for a moment. How to maintain their direction and sustain their process of orderly development while meeting new demands under forces that now cannot be estimated, was seen as the challenge of the times.

The December meeting in Washington was the fifth of the annual round table conferences organized by the APWA for administrators in all walks of public welfare life. Here, once again, was demonstrated the usefulness of the conference method that gives people a chance to get acquainted and talk things out. There were no speeches, no erudite papers and, it might be added parenthetically, few stuffed shirts. People practicing their calling within a common framework had a common basis of experience and spoke a common language of reality. To be sure, there wasn't time enough for everyone to talk himself out in meetings, but in the wide hotel corridors discussion could go on and on far into the night—and did.

By its form of organization and the fact that it is all under one roof, the APWA conference thus far has been able to avoid the disabilities of bigness, though bigness is beginning to creep up on it. This year the program was carefully timed, with two days given to the specific concerns of state and local administrators, two to the concerns that cut across all areas of responsibility, and a half day at the end for general summing up. But if this device was designed to stagger attendance, it failed of its purpose, for state administrators who came on Wednesday stayed on with the rest of the 800 till the last gavel fell on Sunday.

The state and local administrators, now organized into national councils within the framework of the APWA, were concerned with the probable impact of the defense activities on the welfare programs, the hazards and challenges that it holds in the immediate future and in the inevitable aftermath. As a major hazard they saw the danger that appropriating bodies, under public pressure, would conclude that rising employment is "solving the relief problem." These officials know better than anyone that most of the families now on direct relief are unemployable and probably will remain so, boom or no boom. But, public understanding being less than profound in this matter, they urged that state and local relief loads be examined carefully and promptly for their "hard core of unemployability" so that facts would be available to offset misinformation. Both state and local officials were fearful of "raids" on their personnel by emergency organizations with more glamor than the going services.

As a challenge to the public services the officials saw the opportunity to do the welfare job, inherent in the defense program, through regularly constituted government agencies. At no other period of crisis in this country has every state and every county had, as now, a going organization charged with responsibility for the welfare of the people.

But neither the federal government, the states or the communities, it was agreed, can do the job alone. "Total defense requires total participation," which means federal initiation and leadership in a program of services that will fit into the local framework of going agencies, with financial responsibilities shared as far as may be, but with recognition of the fact that, inequalities of resources being what they are, the federal share must be the largest.

This conference saw certain things as the immediate responsibility of welfare officials in the months ahead: to examine their own services with particular attention to "soft spots"; to be alert to changing conditions that will affect present problems and create new ones ("no community however remote from defense activities will escape their impact"); to press for representatives of welfare and health services on state and local defense councils; to be ever watchful to preserve the gains that have been made in services and to strengthen them as instruments of morale; and finally to recognize that the task calls for "the everlastin' teamwork of every bloomin' soul," and that the indispensable implement for its accomplishment is the democratic process.

Just here a word should be said for the contribution to this conference of its guest, Charlotte Whitton, director of the Canadian Welfare Council. Dynamic little Miss Whitton, who spoke at half a dozen meetings, said that in spite of the upsurging problems of the United States and "the pulsing strength of your undertaking," it is "almost like resting to come from my country to yours." She told frankly of the problems of dislocated people in Canada; and expressed the hope that "you, by taking forethought, will do better than we have."

WHILE the welfare aspects of the defense program were out in front at this meeting, the hardy problems of relief were not far behind. They were in evidence in the discussions of the state and local administrators and had more detailed airing at a general session, a round table, and a luncheon. For a year the APWA has had a committee at work considering many questions basic to relief policies, trying to add up all the efforts that have been made, and to estimate the effectiveness of the methods employed and the extent of their application—the purpose of this gargantuan effort being to arrive at a declaration of principle or perhaps of faith.

Since the relief study of the National Resources Planning Board [see *Survey Midmonthly*, December 1939, page 376 and April 1940, page 136] is nearing completion, the committee decided to await that backlog of information before making any formulations of its own. Hence discussion at the conference ranged over the whole field of current relief problems, beginning with the statement that "Thousands of people in this country do not have enough to eat . . . . The national picture is a hodgepodge, creating inequalities . . . . Nothing should be done to hold back the finer and fancier services, but there's no use talking about

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any basic principle until everybody has enough to eat."

From this forthright statement sprang a candid discussion of the categories "by which human sympathy seems to develop"; of grants-in-aid as a means of freeing relief from local political pressures; and finally of the unsettling effect on local planning of uncertain federal policies and the confusion created by agencies that ride two horses at once—WPA which is both relief and work, Surplus Marketing Corporation which is both agricultural economics and relief. Out of it all emerged a definite consensus of opinion that any work or work relief program, to be satisfactory and effective, must operate against the background of an adequate general relief system without which it tends to become a catch-all for unemployables to the detriment of the individuals and the objectives of the program. There was no belittlement of WPA, but rather substantial agreement that it should be continued on a basis that would permit it to settle down and realize its potentialities.

This year as last, proponents of grants-in-aid to the states for general relief prevailed over those who favored direct federal administration of relief. Both the councils of state and of local administrators adopted a formal statement expressing their conviction that only grants-in-aid would "remove the inequalities and difficulties now resting upon our states and local communities" and provide a "minimum adequate standard of assistance for all those in need." Both groups also went on record as urging "the early consideration" of uniform legal settlement laws "to do away with hardships now imposed on needy families everywhere."

A GLIMPSE of the difficulties of the National Resources Planning Board in making its work and relief policy study was given to the conference by Eveline Burns, its director of research. Mrs. Burns reviewed briefly the plan of the study and the trouble its staff—"at least one of whom actually has seen a client"—has had in getting answers to the simplest questions—"cause of need," for example—by combining the information of agencies operating under "the vaste concatenation" of measures for relief. While studying each agency the staff has kept its eye on the fact that all are operating simultaneously, their impact on one another affected by their varying objectives. In its "dog's eye view" the committee had explored such matters as the level of living provided by the various programs, the use of special programs "especially and not by accident," the administrative problems created by the "evolution of the categories," and the participation of larger units of government in programs operating through local offices with no provision for administrative costs. The committee's report will not evaluate agency by agency programs and performances but will present a cross section of them.

While defense and relief were the *leitmotif* of the conference, many other matters urgent to public welfare administration were threshed out in panel and round table sessions. Full reports of these discussions will be found in *The Public Welfare News* available from the APWA, 1313 East 60 Street, Chicago. Only an indication of various preoccupations can be given here.

The *merit system*, for example, showed itself as still a "hot spot" in many states, with the theory generally accepted as desirable, but with many knotty problems of operation still to be worked out. Clearly brought out in the discussion was the need for research in the techniques of examinations especially in detecting and measuring supervisory and administrative skills. [See page 3.]

The size and liveliness of the round table on *organized care of chronic illness* bore testimony to the interest in this subject. Repeatedly emphasized was the need for all types of service for persons with chronic diseases or permanent impairments, estimated by the U. S. Public Health Service to number some 23,000,000. But there also is need for better coordination of existing programs and facilities and for more effective use of funds and resources now available. It was generally agreed that federal grants-in-aid for general medical care, including care for the chronically ill, are essential to augment existing funds and to provide technical and professional aid, supervision, and standards. But such grants should not be restricted to categories. They should be general in character and sufficiently flexible to encourage wide local experimentation.

THE panel on *administrative supervision* needed two sessions to thresh out its topic. Discussion turned chiefly on such questions as: What does the local agency expect from the state agency? What are the services which the state agency offers or should furnish to the local? By what methods can state and local relationships be improved for the benefit of the program? It was evident in the discussion that great variation in pattern and procedure exists, particularly as between urban and rural areas, and that only accumulated experience and careful study can clarify the now confused function of the field representative.

The round table on *housing and rent policies* brought out a none-too-cheerful picture. Only a very few cities reported policies that bore any relationship to adequate rent payments for decent accommodations for recipients of public assistance. In most places "rent appears to be the least important item in the budget." In spite of the reluctance of certain housing authorities to accept assistance families as tenants, the proportion of relief and WPA families in public housing appears to be in about the same ratio as the group bears to the total population of the community.

The subject of *public relations* was approached by this year's round table less in terms of publicity techniques and media than of contacts with clients and with the community. Here the hardy old perennial "social work jargon" took its usual beating. The effectiveness of citizens' committees—"but they must have something to do"—and of community councils as means of lay participation in the program was discussed and successful experiences cited.

The round table on *coordination of local welfare agencies* brought out a plethora of problems generated by "a multitude of agencies and a complex of laws directed at individual elements of the problem of family need." Individual restrictions do not match and gaps are frequent. By administrative segregation of services and lack of information, existing resources are not always fully exploited. Changes in administrative regulations by federal and state agencies would be a help, but changes in existing statutes will be necessary in most places if "our present fabric of assistance" is to be holeproof.

The *principles of agency management*, a topic brought into the conference for the first time, aroused much interest. Here the public officials urged on schools of social work the growing need of the field for workers with training in administration and management. Questions raised in a particularly lively and realistic discussion included procedures between central and district offices and local administrative agencies to guarantee a free two-way flow of information and to avoid bottlenecks at points of administrative authority.

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The round table on *survivors' insurance* as a resource concluded that the number of old age benefits now being paid is not large enough to affect the public assistance programs; that an extension of coverage to include all social risks is greatly to be desired but that, because of differences in need, a public aid program to supplement insurance benefits probably always will be necessary.

Somewhat technical but highly important was the round table on *standard classifications for public welfare accounting*. A committee of the APWA has been working on this subject for two years, in close cooperation with the Social Security Board, in an attempt to arrive at a tentative and preliminary classification of the major functions performed by public welfare agencies as a basis for interagency comparisons as to cost and performance. The classification is concerned with the functions now being performed by public welfare agencies; it does not attempt to define their proper functions. The final standard classification, it was emphasized, will be satisfactory only if it provides the information required by administrators and helps to answer questions involved in determining administration costs.

This year marks the tenth anniversary of the founding of the APWA. Accordingly the annual dinner took on the character of a birthday party complete with a magnificent cake, an appreciative message from President Roosevelt, the introduction of the past presidents of the association, and the story of its first ten years inimitably told by its "father," Louis Brownlow. Interpolated during the evening was a brace of quick-moving stunts which brought from Frances Perkins, Secretary of Labor, congratulations that the association had become sufficiently secure to poke fun at itself. Miss Perkins spoke eloquently of the place of the U. S. Children's Bureau in social history and of the challenge that the times make to it. From Paul McNutt, just appointed by the President as coordinator of "all health, medical, welfare, nutrition, recreation, and other related fields of activity affecting the national defense," the dinner gathering heard that he had "no blueprints" for his big new assignment, but that he was confident that existing government agencies would be able to handle their share.

In his annual report presented at the business meeting of the association, Fred K. Hoehler, executive director, delineated briefly its activities during the last ten years against the kaleidoscopic background of the public welfare scene. The story of the evolution of the agency and its adventures in participation under ten years of emergency pressures was seen by many as a chapter in social history that ought to be in the record. Mr. Hoehler promised to think about it.

As its president for the coming year, the association reelected William Hodson, commissioner of the New York City Department of Welfare. The National Council of Local Administrators also chose Mr. Hodson as its chairman. The National Council of State Administrators, ably led last year by David C. Adie of New York, chose as its chairman T. A. Gottschalk, director of the Indiana State Department of Public Welfare. In spite of some pressure to "move its meetings around the country," the association decided to foregather again next year in Washington.

Volunteers in Critical Times

By KATHRYN CLOSE

"WHAT can I do to help?" Always there will be women who will ask this question when they hear of great need or danger. But when the need has a dramatic rather than a commonplace setting or when the danger approaches close home, their number is multiplied by thousands. So, with the outbreak of war in Europe a year ago, women in this country arose practically en masse with the intention of "doing something," and, since this is a democracy where people do not wait to be told what to do, many went ahead without bothering much about direction. The result has been an inspiring demonstration of the desire of American women to take their part in the national and international scene. If the picture is slightly confused with duplications of effort and a few startling details—such as housewives holding weekly military drills—it is less confused than might be expected considering the emotional stimulus of the times.

Almost immediately after the invasion of Poland, Red Cross chapters in this country were flooded with new volunteers. In New York City alone there were more than 150 a day, most of them, but not all, women. Some wished to be sent to Europe at once with all expenses paid. Others wished to reorganize the whole Red Cross. But the great majority were persons suddenly awakened to the distress abroad, who sincerely desired to help. While the Red Cross was busy turning on its auxiliary motors, other relief organizations began springing up, their concern usually for specified countries—Poland, France, Britain. With the advent of the blitzkrieg the list lengthened. Also with the blitzkrieg came the defense program in the United States and another outlet for persons with a newly awakened desire for action. Today women all over America are knitting, cutting bandages, doing clerical jobs, raising relief funds, learning first aid—and some are drilling.

New York, on the war-conscious eastern seaboard, is a center of the new activities, though most of the organizations have incipient nuclei in other sections of the country and call themselves national agencies. A year old organization which aims at civilian preparedness through offering courses to women in the techniques of air raid shelters, auto mechanics, map reading, war gases, canteen preparation, Fifth Column discovery, and first aid, has thirty units throughout the country, six of them in Nebraska. Similiar courses are carried on by the women's division of a long established national patriotic organization, which forms "readiness groups" of ambulance drivers, canteen workers, lady yeomen, aviatrixes, and "entertainers."

What will happen to the regular social work volunteer in the midst of this new surge of activity? Will she be swept off her feet? Will the established community services which long have relied on her lose her interest and participation at a time when she is particularly needed in the difficult job of interpreting to the public the importance of these home front services in the whole scheme of defense? So far indications are that experienced volunteer social workers are keeping their feet on the ground, sticking to their jobs evidently in the belief that defense begins at home. This does not mean that volunteer social workers

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are ostriches who cannot see the danger and distress in Europe. On the contrary they are alert to the need and many of them are serving on relief committees, raising funds for refugees, knitting "on quota," and so on, as added duties in the emergency.

Rather than distracting time-honored volunteers from their regular undertakings, the newly released volunteer energy promises to introduce fresh blood into community work. Some of the war relief organizations have at their core persons familiar with social work who are keeping their eyes open for women useful to the established social services, for contrary to popular belief, agencies always are on the lookout for volunteers of the "responsible type."

Other emergency organizations have found that courses alone are not enough to satisfy the urge "to do" and have been attempting to direct their recruits into useful, going activities. Unfortunately much of this work has been haphazard. An executive who is heading up a local chapter of a large foreign relief organization hardly has time to run a placement bureau for other agencies. Nor can an organization busy preparing 4,000 women for a blitzkrieg be expected to be aware of their peacetime aptitudes.

SOCIAL workers and experienced volunteers are becoming much concerned over the dissipation of energy which is bound to occur when so many unrelated organizations let off steam at the same time. They are also a little frightened over the confusion which might result should an actual emergency arise. Many of them hold that the Red Cross is the organization which knows most about effective action in time of emergency and believe that it should have ultimate responsibility for the direction of undertakings under such conditions. They do not discount the value of the new organizations as appealing to specific loyalties and for reaching into those social groups which ask for additional glamor, but they feel that some one organization should be the coordinating agency for all emergency work. But many social workers, both volunteer and professional, are also deeply concerned over the fate of their community services in the increasing emotional maelstrom and consequently believe that coordination of volunteer effort should be on a community rather than a national level and should include all social and emergency agencies.

The latter course is strongly urged by the Association of Junior Leagues of America, which as a step in that direction is encouraging its member leagues to take the leadership in helping their communities to set up central volunteer bureaus. The idea of a central volunteer bureau is not new. Prior to the defense program there were twenty-seven operating throughout the country with varying degrees of effectiveness. But in an experience in Winnipeg, Canada, the AJLA has an excellent demonstration of how effective a central volunteer bureau can be in fortifying community services and in bringing efficiency to emergency services.

The Central Volunteer Bureau in Winnipeg grew out of the confusion engendered by several national voluntary registrations of Canadian women begun almost immediately after Canada's declaration of war. The committee of women formed to implement the registration in Winnipeg decided that any effective use of such a registration could be only on a local level. Consequently the file of the 7,000 Winnipeg women registered included information not only on capabilities for war work but also on interests, training, and experience in relation to community service. Although there was little war work to be done at the time, the committee realized that the women who registered wished to be immediately useful. Therefore, the file was made the basis of a central volunteer bureau which began to direct the energies of the prospective workers into needed community services. Many women who previously had shown no interest in community work came to perceive the relationship of community welfare to total defense and soon were engaged in driving children to clinics, acting as hospital aids, teaching singing in settlements, and doing the various clerical jobs that social agencies ask of volunteers. Busy and useful, they felt themselves part of a whole community effort.

The bureau did not just sit back and wait for agencies to ask for its help. When its executive secretary found a person on the files especially equipped for community service, she set to work to see that the community used that person. Thus when a volunteer turned up with professional training in occupational therapy, a visiting occupational therapy service was started at the Children's Hospital with the volunteer therapist not only training other persons for that particular service but preparing them also for work with wounded soldiers.

Because Winnipeg's Central Volunteer Bureau was established so soon after the declaration of war, it was able to direct and advise groups which sprang up for specific purposes as well as the existing clubs and women's organizations that wished to help in the national emergency. For example, when a Polish group came to the bureau for aid in collecting secondhand clothing for Polish refugees, the bureau discouraged the project as difficult and uneconomical and enlisted the group's interest in setting up a clothing production center in conjunction with the Red Cross and other relief committees. The bureau also advised the Women's Auxiliary Services, composed of wives of men in the armed forces, in planning recreational projects for the boys in the aviation training camps nearby.

DIRECTED by a board representative of the Red Cross, the Junior League, social agencies and women's organizations, the bureau is at present financed by the Junior League. It is now an integral part of the community—a community profoundly affected by the repercussions of a holocaust thousands of miles away, but still able to maintain a sane perspective on essential home and emergency services. It has become a member of the Council of Social Agencies, and has furnished staff for the Community Chest campaign. It has directed a tag day for Finnish relief and one for the Associated Fresh Air Camps. It has taken complete charge of the reception of evacuated British children who have come to Winnipeg and has staffed their temporary shelter with volunteers, all of whom have had professional experience in the type of work they are doing. On the basis of its success in collecting old medicine bottles for the out-patient department of a local hospital, it has organized a Patriotic Salvage Corps to gather anything with resale value. It has, according to one of its enthusiastic workers, "helped to build Winnipeg's war effort on the solid rock of her social services."

With the Winnipeg success story to point to, the Association of Junior Leagues of America began last summer to spread the gospel of volunteer coordination in the United States. At an executive meeting the association drew a pattern to guide local Junior Leagues in planning programs in a defense atmosphere. The pattern, of course, is

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regarded only as general policy, since local leagues are autonomous and make their own decisions as to the community program to be undertaken as a league project, the amount of community service required of members, and the type of orientation courses offered. But the national association provides influential leadership which at present is concentrating on hammering home two points: the Junior League's "special contribution" to a defense program should be coordination of volunteer services; their support of essential home services should remain their first duty.

By "coordination" the AJLA means central volunteer bureaus and offers detailed suggestions to local leagues for organizing them where they are not already in existence; for expanding existing bureaus to include the new volunteer defense services; for lining up with other coordination movements already under way. The association also urges that leagues take the initiative in attempting to bring together the various financial appeals for foreign relief organizations. Unfortunate for the latter enterprise is the fact that many of the war relief appeals already have taken on the character of established institutions. Coordination, as any community organizer knows, is always more difficult when agencies are full grown than when they are embryonic. However, evidence that local leagues are listening to what their national organization has to say comes from eighteen cities where league-stimulated central volunteer bureaus are in process of being born.

In using the word "special" when referring to coordination as the leagues' contribution to the defense program, the AJLA emphasizes a policy of viewing all work in connection with defense as an addition to, not a substitute for, ordinary community responsibilities. And to these ordinary and additional responsibilities, warns the AJLA, must be added still more. The guardians of essential home services must take an active part in publicizing the need for these services and in assuming financial responsibility for those which suffer under the stiff competition of new and more glamorous appeals. Then, too, Junior Leagues will probably have to carry the financial responsibility of their present service projects longer than originally intended because of the reluctance of other groups to take on any new community responsibilities. Therefore, the AJLA urges its constituents to do a little soul-searching so that they will be able to distinguish between a "pet" project and an essential community service should a time come when fancy trimmings must be dropped. In order that they may preserve what must be preserved, local leagues are asked to pay heed to the financial condition of their own programs and not to take over money raising for emergency services unless their own nests are feathered, unless the work will not interfere with their regular volunteer services, and unless the program has possibilities of eventually being transformed into a regular community service.

In spite of its emphasis on community services, the AJLA is keenly aware of the fact that long time community volunteers, like other American women, want to share in meeting the demands for services under a defense program. But it urges Junior Leaguers to take over these new tasks in the same considered way that they would any other tasks. It suggests that local leagues recommend members to those volunteer emergency jobs which have the same qualities as community service jobs—being regular, definite, systematic, educational, and carrying responsibility.

The AJLA is not alone in considering war relief and defense services as responsibilities which must be added to rather than substituted for the volunteer's community services. Last month in New York—a city far too complex for a single volunteer bureau—a conference on volunteers sponsored by the Welfare Council of New York City and the local Junior League attracted some 500 social workers and experienced community volunteers, ranging from hospital clinic workers to board members of large agencies. There the weight of opinion was clearly on the side of maintaining necessary community programs, but keen interest was evidenced in war relief and defense services with not a little concern over the obvious need of some sort of cord to tie all the loose ends together. A committee representative of six volunteer placement bureaus (organized for the most part along religious lines) and several social agencies with large numbers of volunteers, is now occupied in studying the conference's recommendations. These, though rather vague on the subject of what can be done in the way of harnessing the energy of new voluntary workers, are definite on the point that something should be done.

Whether or not "war workers" are aware of it, old line volunteers, well-versed in community needs and their relation to national welfare, are determined that the new sources of energy being released today shall not be wasted. In that new energy they see not only a resource for the nation in time of crisis, but also an invigorating current which can be directed, at least in part, into permanent usefulness in more constructive times.

Social Workers as Propagandists

By HELEN CODY BAKER

PROPAGANDISTS? Of course we are—unless we're asleep at the switch. If we admit that "interpretation is a responsibility shared by every member of the board and staff, beginning with the intake desk and spreading out to the dinner table talk of the newest board member," [see "Grandma Called It Charity," *Survey Midmonthly*, November 1940] then every first, last and least one of us should be making a daily effort to influence public opinion in favor of social work and social workers. Call it "Information Service" or "Publicity," if you like either term better. But by the preferred definition of Webster's unabridged, it is nothing more nor less than propaganda.

Ever since the Institute for Propaganda Analysis began its study of the most common devices for influencing public opinion, a file has been growing in my office. Under the institute's new names for old tricks [see "Propaganda, Good and Bad," special section of *Survey Graphic*, November, 1939; reprints 10 cents each], I have tucked away examples of the ways in which social workers are using them. As the file grew, I found three questions taking shape in my mind. Which of these propaganda devices can we use without loss of dignity or integrity? How can we make more and better use of them? Are there some which we never should use at all? A glance through the file may help us reach some tentative answers.

The first heading is *Name Calling*: tacking a bad name

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onto something we want the public to reject. Most of the examples listed here prove that social work is oftener the victim than the perpetrator of this device.

We needn't bother to read these newspaper clippings in which we are labelled "reformers," "uplifters," "radicals," and even "reds." What name calling have we done on our own account? Out of a number of illustrations, not all to our credit, I shall shamelessly select the one which puts us in the best possible light. And thereby hangs a story.

We have in Chicago something which—until a little over a year ago—was generally known as the "Minimum Budget" of the Chicago Relief Administration. This was the title given by the CRA to a family budget which had been cut to the bare essentials of food, heat, and shelter necessary to sustain life. It was a purely academic budget, oftenest used as a yardstick for measuring our deficiencies. Public relief, according to CRA newspaper releases, was at various times 10 percent, 20 percent, 35 percent, or some other percent "below the minimum adequate budget." This had a dignified sound, and suggested to the taxpayers that relief was being economically administered.

In October 1939, Florence Nesbitt, of the United Charities of Chicago, wrote the following letter:

> It seems to me that the public gets a wrong impression from having the present CRA budget, of which clients are receiving 65 percent, called a "minimum" budget. As a matter of fact, 100 percent of this budget would be very far from furnishing the minimum essentials for decent living. It contains no item for clothing, for light, for household incidentals, all of which unquestionably are necessary. Other expenditures usually allowed for in minimum budgets, such as ice, the care of health, recreation and insurance, are of course not included. I wish that we could always refer to this budget as a "skeleton" budget in order to give a truer picture of what really happens to families who are dependent upon public relief. . . .

Upon receipt of Miss Nesbitt's letter, half a dozen agencies began simultaneously to speak of relief as a certain percent "below the skeleton budget" of the CRA. The Council of Social Agencies talked up the idea in its *News Letter*. The house organs of its member agencies did likewise. A leading newspaper followed suit, and the bad name stuck.

Were we justified? Well, we had a careful study, made by the Elizabeth McCormick Memorial Fund with the cooperation of twenty-five other agencies, which proved that families dependent on the Chicago Relief Administration were deeply in debt, wretchedly housed, definitely undernourished. We had the Chicago Standard Budget for Dependent Families, the family budgets of our private agencies, and national standards of adequate relief, in comparison with which the "minimum budget" of the CRA was very bare and very bony. We pinned a bad name on a bad situation in the hope of getting it rejected, *but we had facts to prove that the bad name was a true one.*

The next heading is *Glittering Generalities*: associating some vague but shining ideal with the idea you want accepted. I wish I could show you these samples instead of telling you about them. If you belong to the Publicity Exchange of Community Chests and Councils you have seen them. Did you find yourself growing fairly allergic to red, white, and blue as that succession of boastful, blatant posters crossed your desk? (This was early in 1939. Before "God Bless America"; before the costume jewelry.) *"Good Americans Are Good Neighbors.* Well, maybe. But how about *"In America Our Hearts Dictate!"* Is it true? Can we prove it?

I found myself growing increasingly nervous as I read paragraph after paragraph like these:

> Foreign news today is freighted with the word BLACKOUT. It has an ominous, grim significance. . . . It means DANGER. . . . In America we are thankful that there is no pall of darkness to remind us that we are fighting an enemy. . . . Here we throw the great light of understanding on our community and thus ferret out our enemies, namely: DESPAIR, DISEASE, HUNGER and CRIME. . . .
>
> Now, more than ever, you can be proud to be an American . . . . proud to be part of a kindly, friendly nation that is determined that one and all shall have a fair chance to life.
>
> You can be proud, too, to be a member of this community which, through the years, has seen to it that its helpless and needy, regardless of age, color, or creed, have been taken care of . . . generously and with dignity.

Haunted by a half-remembered quotation, I got out a book which I had not consulted for some time and looked up the reference that these statements recalled to mind:

> The Pharisee stood and prayed thus with himself: "God, I thank Thee that I am not as other men are, extortioners, unjust, adulterers, or even as this Publican. I fast twice in the week, I give tithes of all that I possess."
>
> And the Publican, standing afar off, would not lift up so much as his eyes unto heaven, but smote upon his breast, saying: "God, be merciful to me a sinner."

Now in using that quotation I am frankly utilizing a third propaganda device, the *Testimonial.* I have called in a witness who is loved and respected, to help me prove my case. Social agencies have made much use of this device in the past few years. Snow White and the Seven Dwarfs, Little Orphan Annie, Donald Duck, Gluyas Williams' endearing idiots rub elbows in my file with Dorothy Thompson, Dorothy Canfield Fisher, and Eleanor Roosevelt—to say nothing of the long procession of patriots listed by Sylvia Silverman in Chicago's 1940 *Frollies of Social Work*:

> There's George Washington, from whom we claim paternity,
> Madison follows, with Dolly his bride,
> The words of Abe Lincoln ring out for eternity.
> Paul Revere's silver, and Paul Revere's ride.
> The thrift of Ben Franklin from old Philadelphia,
> Yankee horse sense of the whole Adams clan,
> John Hancock of Boston—not smarter, but wealthier—
> Jefferson's faith in the future of man.
> The family pride of a Randolph from Roanoke,
> Strict Cotton Mather who wouldn't dare know a joke,
> Bashful John Alden—we need just a touch of him—
> Little of Aaron Burr (not very much of him),
> Sherman and Sheridan, Calhoun and Clay,
> Jefferson Davis and Mr. John Hay.
>
> Take of these patriots all that is notable,
> Crib from their speeches whatever is quotable,
> Wave the old flag—you will find it will pay—
> Make your slogan sure fire the American way.

I can see no reason why many of these testimonials are not legitimate publicity for social work, though no one could call them interpretation or information. Certainly the Community Fund of Springfield, Ill., is well within its rights in featuring the statue of Abraham Lincoln on its cover and quoting his parting words to his neighbors—"Here I have lived . . . here my children have been born . . . to this place and the kindness of this people I owe everything." Especially when this testimonial is amplified

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by one of our better slogans: "The work of the Community Fund begins where that of the government ends."

But you can get too much of even a fairly good thing, and I sighed with relief when I unfolded the Toledo poster: a trustful, sturdy boy and a fine, frail old man, climbing a hill hand in hand, smiling into each other's eyes and saying "Let's help each other."

I have no quarrel with the *Transfer* device, either—within limits. The use of a familiar and respected symbol isn't new in social work. But we have worked the transfer pretty hard of late, particularly in the indiscriminate way we have been waving Old Glory. It would be unfortunate if Americans were to respect their flag less because their social agencies had cheapened it.

We have appropriated, to our ends, the popularity of books and periodicals: here's an annual report that duplicates the popular format of the *Reader's Digest;* here is a miniature *Time* (to help your neighbor); here's a pamphlet on "How to Win Friends and Influence People for the Denver Community Chest"; here is *Life* in at least a dozen cities. And here is one that I like best of all, the delightful use that the Maryland Children's Aid Society has made of the genuine affection we feel for things that are both charming and old. Its "First Reader for Sympathetic Adults" reproduces the quaint woodcuts, paper, type, and phraseology of our grandmother's day. Lesson I, "A Happy Little Girl" is a foster home placement case story. Lesson II is "Seven Orphans." Lesson III, "An Abandoned Baby." Each is written in first reader style. Each is less than a page long.

The use of this particular transfer device in Baltimore is as natural and appropriate as the Abraham Lincoln quotation in Springfield. Good taste, imagination and the recognition of community traditions are useful in fitting the propaganda to the place.

Let's not spend much time on the *Bandwagon* section of my file. Everybody knows how we use it, from the prestige value of membership in the American Association of Social Workers to our columns of names of directors who are often nothing but window dressing. "All the best people are joining up, so don't be left behind," is as common an argument in social work as anywhere else, and a dull text to preach on.

Let's pass on to *Card Stacking*—the deliberate falsification or suppression of fact. I think we are fairly innocent of deliberate falsification. At least I haven't been able to find one good example that I could prove to be intentional distortion. But how about the suppression of truth? Do we ever soft pedal because something might be distasteful to wealthy contributors or powerful taxpayers? This is a ticklish subject, and we'd better use the light touch. Here's a song that Kathleen Gorrie of Toronto sent me a year or two ago. She said it was written by a six-foot case worker named David Stevenson. I hope he won't mind seeing his brainchild in print in a good cause:

On a tree by the sea an executive stern
Sang her "casework, 'tis casework, 'tis casework."
And I said to her: "Madam, pray why do you yearn
For your casework, 'tis casework, 'tis casework?
Is it weakness of intellect, madam," I cried,
"That you let social action go out on the tide,
While you stroll on the rocks where the destitute bide
Singing casework, 'tis casework, 'tis casework?"

I asked her solution—she sang her refrain:
"Casework, 'tis casework, 'tis casework."
"For slums and starvation?" she sang it again,
"Casework, 'tis casework, 'tis casework."
"Just imagine," I said, "You were destitute too
"That your children had rickets, now what would you do?"
She flourished her tonsils, and warbled anew—
"Casework, 'tis casework, 'tis casework."

The executive stern clambered down from her tree
Singing "casework, 'tis casework, 'tis casework."
In a dignified manner she walked up to me
Singing "casework, 'tis casework, 'tis casework."
Then she burst into torrents of tears and said "Hell!
"My board of directors think casework's just swell.
So what can I give to my poor clientele,
Except *casework,* and *casework,* and *casework?*"

Finally, there's the *Plain Folks* device. For our purposes, we can define this as just getting down to earth and talking like one of the boys. So much has been said about our professional lingo that I don't want to use many words hammering home my point, which is simply that we might well make more use of this form of propaganda. Instead of rubbing our own noses in our own vocabulary, we might draw a few illustrations from other fields.

The other day the Supreme Court of Illinois handed down a decision on the three-year residence law. Pages and pages of legal phraseology. Terribly difficult reading. I grew dizzy and got spots before my eyes trying to dig out a paragraph that really meant something. Compare this with beautifully clear decisions phrased by Justice Brandeis.

Last summer it was my privilege to listen to a discussion among several psychiatrists. It was hard work, but I think I actually understood what they were getting at. And what they were saying—unless I am greatly overestimating my own powers of comprehension—had all been said before, much more beautifully and much more simply.

They were saying, "As a man thinketh in his heart, so is he." They were saying, "Perfect love casteth out fear."

We have barely skimmed the surface of the flood of propaganda that social workers have used in the past few years. I hope you have reached your own conclusions. Here are some of mine:

The emotional appeal has a place in social work publicity. People may agree with you because you have made them think, but they will oftenest act with you because you have made them feel. These propaganda devices are heavily weighted with emotion. When you can back them up with sound argument, many of them may be used legitimately as the emotional push-over which compels action. But we ought to work harder than we often do to find slogans that are true, as well as appealing. We ought to be very careful not to rouse emotions which can be turned against us later on. We ought not to cheapen, by indiscriminate use, symbols that should really mean something to Americans. This would be practical advice, even if it were not ethical. The public is growing increasingly familiar with these devices, and is learning to look through and behind them for the facts. If propaganda for social work is nothing but a smoke screen to hide our ignorance or laziness, it will profit us nothing. For—and here's another *testimonial*—

> "I say unto you that every idle word men speak they shall give account thereof in the day of judgment."

This is the third and last of a series of three articles by Mrs. Baker on social workers' relationships with the public.

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"The Line Forms on the Right"

By GERTRUDE SPRINGER

WITH a muttered "Good Lord," Mrs. Stevens brought the car to a stop at the end of a rutted driveway leading to a bleak little farmhouse around which were parked seven cars.

"Well, here we are," she said, "and look who's here, too."

"Is it a wedding or a funeral?" asked Miss Bailey.

"Neither. It's social workers. I've always known this could happen. And it has. I told you that this family has all the problems that four generations can accumulate and that all our services are on the job, but I didn't expect we'd all show up the same day. You wanted to know how we do things in this sovereign state. Well, take a look."

"Do you mean to say that seven visitors from seven different agencies are visiting that family at the same time?"

"That's what it looks like. Let's see who's here. That car on the side would be the man from Old Age Assistance, that's a state-run affair, you know. He's here to see Grandpa who gets the munificent sum of $7.54 a month and glad to have it. The next car looks like Miss Beal's; she's the county nurse and would be here for Mother who has varicose veins. That muddy Ford belongs to the county welfare department—its worker certifies for surplus commodities and reinvestigates for WPA. She's here to see Son who's half sick all the time and oughtn't to be doing pick and shovel work, but that's all there is. That next car must be from the county commissioner's office. Son's wife is blind and is trying to get a pension—that's handled directly by the commissioners. Then, over by the fence, is another county car. That's probably Miss Little from Aid to Dependent Children here to see Daughter who has three under eight and no husband to speak of. The youngest is crippled and that accounts for car number six from the juvenile court which has that program. I don't know where number seven is from, but it might be the school attendance officer. The oldest child hasn't been doing so well lately. And then here am I, Child Welfare Services, eighth and last on the scene. Aren't we wonderful?"

"Fearful and wonderful," agreed Miss Bailey with a glint in her eye that registered her curiosity about how seven social workers were going about their separate business all at the same time under one gray peaked roof. Would the line form at the right or would the discussion method be employed? She could hardly wait to see.

But her curiosity was not shared by Mrs. Stevens who kicked viciously at the starter as she said, "I don't think we'll stop today. I don't function well in mass meetings. I need to have a quiet talk with the mother about the children's school work, but she'd have no mind for me with so much else going on."

As the car picked up speed Miss Bailey gave a last regretful glance back at the scene of the mass meeting and waited for Mrs. Stevens' next move. It was not long in coming.

"Is my face red!" she said with a wry smile. "I bring you here to see a family that needs, and is getting, all the services we have to give, and what you see is our complete hodge-podge of organization. But don't get the idea that the family isn't getting help. It is. If you add up all that's going into that little gray house, you'll find that it comes fairly close to adequacy. The trouble is with the way we're doing it. It's extravagant in paid time and overhead, utterly confusing to the public, and demoralizing to the family. Suppose you or I had eight different bosses pushing us around, even if they pushed in a nice unbossy way."

Miss Bailey quailed at the mere thought, then asked, "How did you get this way?"

The road ahead was straight and clear and Mrs. Stevens could give herself to the story.

"It's all in our history. We're an old state with a tradition of concern for our people. We've always been what's called 'socially progressive.' When real need showed itself among our people, we did something about it. We had mothers' aid and old age pensions and help for crippled children long before the social security services came into the picture. Each of these needs was seen and agitated for by people whom we called 'socially-minded citizens' though now I suppose we would call them 'pressure groups.' In any case each activity as it came along was thought of as something extra special to what we already had, a little too extra special to eat at the same table with other folks. Each became an institution in its own right with a following, lay and professional, that fiercely defended its right to have a table to itself."

"BUT didn't the legislature ask any questions about administrative costs?" queried Miss Bailey.

"Yes, but it never got very far. These things all started in a small way, and all were greatly needed. They were promoted emotionally and they had powerful backing. All of us, what you might call the social community, wanted the services and we didn't look too closely at the anachronisms of administration. Even to raise the question would have been to throw a monkey wrench, and none of us was doing that little thing. And anyway we didn't trust our state welfare system, our law was old and creaky, and its administration tarred with politics, and we really believed that the more we could set up outside of it the better off we'd be.

"And it worked pretty well, or at least we thought it did. Anyway a lot of special interest was rolled up and each program developed a loyal and articulate constituency. We all talked about being part of a whole program, but we didn't really believe it. Each program became a vested emotional interest of a particular supporting group and when it came to getting funds it was pretty much dog eat dog—and still is."

"But where was your state welfare department? Weren't you taking the bread out of its mouth?"

"Not at all. We left it its old loaf, state institutions and people without settlement and such like. As I said, it was old and creaky and hadn't any appeal. We didn't bother it and it didn't bother us. What we did was to set

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up services that were related in social purpose but not in administrative authority or direction. We were one quilt, but it was patchwork with no interlining. And curiously enough we didn't seem to get in each other's way, perhaps because our case loads were so small that the law of averages protected us. Perhaps, too, we had more time then for cooperation that was something more than paperwork. But anyway I can't imagine today's mass meeting happening ten years ago. In theory it might have, but it just didn't."

"I take it," said Miss Bailey, "that you liked your patchwork. What happened to disturb you?"

Mrs. Stevens laughed. "You know as well as I do. The depression showed us up as lacking interlining, and the Social Security Act as being patchwork. With all our fine establishment of public social services, there wasn't one with the framework for doing the job of dispensing public funds for unemployment relief. We, like most of the other states, had to have an emergency organization starting from scratch. That should have awakened us to the essential weakness of our public welfare quilt but we, like everyone else, except a few crapehangers, said 'Oh, this is just an emergency' and put our minds on saving our own particular services. We saved them, and thank goodness we did.

"Then came the security act with opportunity and funds such as we had never imagined. Our particular clients, we call them categories now, needed the assistance it offered and we, as their protagonists, were bound to get it for them. But as you know there was a catch to it. The federal security funds had to come into the state and thence into the counties, through a single properly constituted administrative body, a state department of public welfare."

"And that was a blow?" put in Miss Bailey.

"Blow? It was a knockout? Unless you were here on the inside, you'd never believe how we struggled to preserve our sacred independence. It was as though we were being sold down the river for filthy gold."

"But you lost?"

"HONESTLY, I don't know. On paper I suppose we lost; in practice, I suspect that we won, though it seems sometimes like a Pyrrhic victory. What happened was that the legislature, bewildered by all the clamor, refused to take hold of the hot political poker of a new public welfare law which would have given the department authority for orderly coordination of its functions. Instead it added functions as required by Washington and left order and pattern more or less to God. In effect it added new patches to those we already had."

"And you got away with it in Washington?" Miss Bailey was curious.

"There's no question of getting away with anything. Our auditing system is as clean as a hound's tooth, and our organization chart is beautiful to gaze upon. Every program stems right down from the top. That's the trouble—they stem; each on its own, and never by chance do their lines cross except by accident as they're doing this minute back at that mass meeting. Each division has its own supervisory staff and rolls its own job with no more awareness of any other job than we had in the old days when we were independent. There's good intent at the top—and anxiety—but no clear authority and no effective machinery for coordination. In practice we're the same old gang of specialized agencies with specialized axes to grind, held together only by a chart and a bookkeeping system.

"Well, I feel better for blowing off all that steam. Suppose we stop at this filling station and put in gas and a coke. Then we'll talk about something simple."

BUT Miss Bailey hadn't finished with the subject, and not even the refreshment of a coke could put her off.

"What I don't get," she said, "is why you people think coordination has to come from authority. You're all intelligent and professionally experienced. Why don't you get together yourselves and do a little planning and coordinating on your own hook? Why be so official?"

"That's a fair question and the answer, I'm afraid, is no credit to us. We've tried and it hasn't worked. Now I'm not alibi-ing about it; but you must remember our history, our heritage of independence, and even more the size of the loads we are carrying today and the never ending pressure of the deadlines and the 'musts.' You know as well as I do that cooperation takes time, and time is what we have least of. If coordination were a 'must' we'd have to find time for it, but since it is no part of the official procedure, we let it slide.

"Oh we talk about it. We're perfectly aware of our sins of omission. At state conferences—and that's about the only chance we have to get together—we hear how well other states are managing and we thresh over our troubles and come back all pepped up to do something about them. Then the grind sets in again. Maybe we'll have one meeting and appoint a committee. But before long it all peters out. The state offices of the bureaus are scattered around the city—the heads never see each other except by appointment. There's none of the casual let's-have-lunch-together that gets people to understanding each other. We're separated historically and physically and there is no organization leadership to bridge the gap. I realize that we ought to have more professional initiative and drive, but you can't possibly know how busy we are."

Miss Bailey could guess, but she still thought there ought to be some simple device by which families plagued by a multiplicity of social ills would be spared a descent of social workers en masse.

"Isn't there some way that visitors' schedules could be cleared, so that they wouldn't all come down at once?"

Mrs. Stevens shook her head. "Not that we can find. We tried that, too. But the field people work out of different offices—state, county, and regional—and it would have taken a full time worker and a special telephone operator to keep a schedule. And people just won't bother."

"Then what is the answer, if any?"

Mrs. Stevens didn't know. Perhaps some day there would be a study—"we've studied everything else"—that would reveal the high cost of bureau individualism. "But of course we won't like it. We'll kick and scream."

Miss Bailey didn't know the answer either, but she was pretty sure that if social workers and public welfare administrators didn't find it, cost accountants would. Meantime her thoughts turned back to the little gray farmhouse with the seven cars parked around it. The setting, she decided, would not be conducive to effective use of the discussion method. Undoubtedly, the line had formed on the right. But it was one of those things about which she probably would die wondering.

Since March 1933 "Miss Bailey" has been a SURVEY MIDMONTHLY *character, her close-in observations of social work in action a continuing feature.*

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Here in Washington . . . By Rilla Schroeder

AT this point it would be difficult and, in fact, almost impossible to make predictions concerning the new Congress. A safe guess would be that the Seventy-seventh will differ very little from the Seventy-sixth despite seventy-four turnovers in the House and twelve in the Senate.

The old leaders of the anti-labor drive are back and up to their old tricks. How successful their efforts will be is a question that the next few months should decide. National defense and national unity are strong arguments and can be used equally well in curbing labor and advancing its cause.

Washington Press Photo
RILLA SCHROEDER

Various major programs are, unquestionably, in for major changes. Chief among them is the Social Security Act, but the changes proposed, thus far, are for expansion rather than curtailment of the program. The battle will wage on how far the expansion should go and in what direction.

The movement for revision of the unemployment compensation sections revolves around the rapidly mounting reserve fund. Since January 1, 1936, when the system went into effect, about $3,035,000,000 has been collected and of this some $1,252,000,000 has been paid out in benefits. Forty-five million dollars was transferred to the national unemployment reserve fund for railroad workers, established in 1938, and $1,738,000,000 deposited in the UC reserve. By July of this year it is estimated that $2,250,000,000 will have accumulated in the reserve fund—a nightmarish figure to those who believe in increasing the stream of purchasing power.

Several attempts were made during the Seventy-sixth Congress to get this money into circulation. None was successful, chiefly because of the difference of opinion as to method. Chairman Altmeyer of the Social Security Board, backed by both wings of organized labor, favored increasing the benefits. This view was embodied in most of the legislation introduced on the subject. The other group, and it, too, included many members of Congress, would have used the excess reserve to cut down the payroll tax, at present 3 percent. No legislation was introduced during the Seventy-sixth Congress by this group, but there will be this year and soon.

The present act permits a wide variation in the state laws. Thus some states distributed in benefits less than 20 percent of the amount collected, more than 80 percent going into the reserve fund. The present Congress will be asked to remedy this situation. Fixing federal minimum standards, however, will mean that some of the poorer states will be unable to comply. In legislation introduced in the last Congress, this fact was recognized and provision made for the establishment of a federal reinsurance fund to subsidize states with inadequate reserves.

Other features of the Social Security Act and their proposed revision may not give rise to quite so much congressional heat as this one, but most of them present difficulties. The pension bloc in the new Congress will be as strong, perhaps stronger, than before and many of the members are hoping that this time they may find even the White House on their side.

The migrants and their problems will be considered during the hearings on social security revision. The situation of workers inducted into military service certainly will be studied. Agricultural and domestic workers will be heard. Perhaps by late spring a bill will be ready for discussion on the floor.

THE TRANSFER TO FEDERAL SECURITY Administrator Paul V. McNutt of all welfare, recreational, and health activities under the defense program was logical, but somewhat upsetting in various quarters. Since the transfer, the interested agencies and groups have been marking time waiting to see what will develop. Just a few days before the announcement appeared, the Maternal and Child Welfare Committee of the Children's Bureau had placed before Secretary Perkins recommendations for a program to deal with problems growing out of the emergency situation. Among the recommendations was one urging that the Children's Bureau have representation in the Health and Medical Committee of the National Defense Council.

It also was recommended that increased resources be made available to the Bureau through substantially increased grants-in-aid to states under Title V of the Social Security Act to enable the Bureau to:

1. Hasten the development of an adequate maternal and child welfare program commensurate with existing needs for health services and medical care.

2. Make careful investigations of the health, medical, housing, and recreation facilities available to wives and children of workers living in or near the defense industry areas, and of enlisted men in communities near military cantonments; and to provide facilities and services to meet the health and medical needs that are found to exist.

3. Plan for the protection of mothers and children in any other emergency situation arising from national defense.

This last recommendation, incidentally, brings home something of the grimness of the present emergency. As a matter of fact, in the files of certain government agencies there are, already, carefully worked out plans for the evacuation of various areas.

THE CHILDREN'S BUREAU ADVISORY committee on community child welfare services adopted three major recommendations:

1. That increased federal funds be made available under Title V, part 3 of the Social Security Act to provide for the progressive development of the local child welfare services in rural areas and other areas of special need, including particularly communities affected by the national defense program and for the further development of the states' responsibilities for stimulation and leadership in child welfare programs. The additional funds also would be for the purpose of greater federal participation, through demonstrations and continuing support when needed, in providing certain types of services, such as case work or child guidance, which are essential in an adequate program of child care.

2. That the Children's Bureau should be provided with resources to plan with the state agencies to meet special needs of children and youth as the defense program develops.

3. That definite coordinated planning for social needs be undertaken as part of the defense program; and further, that the interests of children and youth should be represented through the Children's Bureau, in such coordinated planning for civilian defense and through appropriate agencies in regional, state, and local planning for civilian defense.

What disposition Administrator McNutt will make of the Bureau's recommendations remains to be seen. As coordinator of all welfare, recreation, and health activities affecting national defense, he is empowered to call on all federal agencies for assistance and to make full use of their facilities.

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The Common Welfare

Waiting for the Green Light

STILL befogged in uncertainty is any approach to a coordinated program of community welfare and recreational activities in the defense areas. Everyone knows that something ought to be done, that a problem of large and difficult proportions is in the making. The hope that leadership strong enough to cope with all the factors involved would come from Washington was strengthened in early December by the designation of Paul V. McNutt as "coordinator of all health, medical welfare, nutrition, recreation, and other related fields of activity affecting the national defense." Since his appointment Mr. McNutt, although disclaiming any blueprint for his new responsibility, has shown himself fully aware of its importance and of the accumulated experience, bearing on it, of the national social agencies. He has consulted with the leaders of many of these agencies, has expressed appreciation of their offers to lend personnel, and has sought their help in assembling firsthand information on actual conditions in the 194 industrial and training camp centers where the defense program has created abnormal conditions. Both he and his administrative assistant, Wayne Coy, have declared their intention of utilizing the experience and the facilities of all agencies, public and private, though they have not yet indicated a policy which would provide a framework within which the various services could be coordinated into a rounded, effective program.

But whatever the program developed, it will be in terms of communities, not of training camps. Recreational activities within camps and cantonments are the responsibility of the army authorities, supervised by its Morale Division. To this division has been allotted $2,594,152 for equipping motion picture theaters, service clubs and libraries, and providing the services equivalent to those offered during the World War by the various organizations which maintained "huts" within the camps. The War Department's decision to "run its own show" was taken, it said, because of the "necessity of impartiality toward all civilian welfare agencies, coupled with the fact that it is deemed impracticable to permit every such agency to maintain establishments on military reservations." The only exception to this rule, and one specifically authorized by act of Congress, is the establishment of Red Cross field directors in camps and cantonments.

It will be recalled that in his report at the end of the World War to Secretary of War Newton D. Baker, Raymond B. Fosdick, head of War Camp Communities Service, recommended, should a situation similar to that of 1917-18 recur: the elimination of sectarian auspices; reduction in the number of agencies employed; transfer to government direction of much of the activity "hitherto left to private initiative."

After announcement of the army policy, five national agencies that had operated inside the camps during the World War formed a coordinating organization, the National United Welfare Committee for Defense which expressed to President Roosevelt its desire to "contribute to the spiritual and physical well being of the men," and offered its "extensive facilities and professional experience in drafting a program of welfare service in behalf of the army, navy, and industrial defense enterprises." The five agencies represented on the committee are the Salvation Army, the Jewish Welfare Board, the National Catholic Community Service, the YMCA, the YWCA. The committee proposes to promote a joint fund-raising campaign for an amount tentatively estimated at $10,000,000 to be allocated to the five agencies for activities in communities adjacent to camps. Whether these activities would be joint or separate is not indicated. In any case it seems probable that the campaign will not be undertaken until and unless Washington gives some sort of green light.

Community Chests and Councils, Inc. is firm in its advocacy of a unified camp community service, coordinated at both national and local levels. It maintains that most of the communities affected lack financial resources, and holds that federal funds and federal leadership are essential. It urges against undue haste and pleads that "we learn from experience."

Meantime the National Social Work Council has brought together into a single long memorandum (available from the council, 1790 Broadway, New York; price 5 cents, less in quantity) a large amount of material on the place of health and welfare services in the national defense. After analyzing problems in camp and industrial areas and in "the home community—bulwark of the entire defense program and locale of many of its stresses and strains"—it offers "certain proven principles of organization and operation" which may be followed in "adjusting the nation's health and welfare services to defense needs":

1. Because responsibility for the success of the defense program rests primarily upon the federal government, under whose direction it is being prosecuted, a large measure of federal initiative, leadership, and financing is required in any attempt to deal adequately with its welfare aspects.

2. The united effort of all agencies is required if the problems are to be solved and the needs met. This calls for joint counseling and planning by public and private agencies on the national, state, and local levels. Total defense necessitates total participation.

3. With patterns set in conference between governmental and voluntary groups viewing the national situation as a whole, there should be ample flexibility to allow opportunity for local adaptations to meet local situations.

4. Understandings should be reached between governmental and voluntary agencies as to division of function and responsibility, in order that financing plans, public and private, may be made which are appropriate to the task to be undertaken.

5. The full use and development of existing agencies should precede any establishment of new and untested facilities.

6. Whatever form of organization is worked out to meet a given situation, the use of competent personnel in its administration and operation is essential to the rendering of effective services. In many of the tasks the volunteer worker will be an asset of great value.

7. With respect to the national voluntary agencies of health, welfare, education-recreation, and related fields, it is desirable continuously to explore inter-agency and inter-field relationships, to the end that there may be full coordination of programs for the national defense. Clearance on matters of common interest should continue to be made through the National Social Work Council.

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Because of its semi-governmental status, confirmed by act of Congress, the function of the Red Cross "as a medium of communication between the man in service and his community" is definitely established. Nevertheless, a question has arisen as to its role in the community. Will it again do the home service work it did in 1917-18? At the moment this question is somewhat academic since it is evident that among men accepted for army service this year there will be few with dependents. However, since there are sure to be special cases, the Red Cross has formulated general principles for local chapter functioning in relation to service men's families:

Where families are already active with other agencies, they should usually be left with those agencies, the Red Cross supplementing with its specialized services of communication and information.

Where families have been known to other agencies but their cases are inactive, local agreements should govern as to which agency accepts responsibility—the Red Cross supplementing with its specialized services.

In new cases not previously known to other agencies, the Red Cross will accept responsibility. The extent of the need revealed in each individual case and the inter-agency agreements in each local community should be the determining factors in planning for such cases as may require long time care.

In any case where an emergency need exists, the matter of morale which is basic in Red Cross military and naval welfare service requires that the Red Cross meet the emergency situation promptly, while decision is pending as to which agency will be responsible for further care.

The need in the defense areas for welfare services, using that term in its broadest sense, is great and growing. But until Mr. McNutt's office makes the federal government's policy and position clear there is little that the national social agencies can do but gird up their loins and stand ready. The problems that are unfolding are so various and so interrelated that no one agency can go ahead alone. Only a national policy for the coordination of all services can make any service effective. It is for this policy that the national agencies look to Washington.

Professional Procedures

A CONTROVERSY between the staff members, the executive, and the board of the Family Service Society of St. Louis County, Clayton, Mo., has agitated social work circles for months. It has involved the American Association of Social Workers, the Family Welfare Association of America, the United Office and Professional Workers (CIO) and has been widely discussed in the professional press. Some commentators see in the situation a basic issue of democratic practice versus arbitrary abuse of authority. To others, the FSS problem hinges on "professional issues of a very fundamental nature." A third point of view finds the source of the difficulty in procedure, rather than in principle.

This brief article will attempt to bring together the major facts, and a summary of the main lines of opinion, in the hope that it will help to clarify issues which are being discussed wherever two or more social workers are gathered together. This review is not based on firsthand inquiry, but on the 138-page report of the situation made by Walter West of the AASW, on editorial statements in the publications of the Family Welfare Association of America, *The Family* and *Highlights,* on an article in *The Compass,* and on a long statement prepared by two former members of the Family Service Society staff for the December issue of *Social Work Today.*

None of these sources goes into the previous difficulties of the Family Service Society, though Mr. West's report states that "Some unusually serious problems of public opinion and community relationship for the organization existed at the time the former executive secretary resigned in the summer of 1938." It was widely recognized in the profession that when Robert S. Wilson went to the society as executive secretary on January 1, 1939, he confronted a number of prickly problems. Mr. Wilson, a member of the AASW, formerly on the faculty of the University of Kansas, had been for a number of years on the staff of the National Travelers Aid Association. His studies of the problems of homeless men and boys have made him a national figure in social work.

IN THE MONTHS BEFORE MR. WILSON CAME TO THE society several members of the board, including the president, resigned. Except for the executive's resignation, there were no staff changes. During the interim between executives, the case supervisor served as acting executive secretary.

Another element in the situation was the organization of a majority of the staff into the Social Service Employes Union, a local of the United Office and Professional Workers of America, CIO. In mid-April, the union applied to the board for data on the society's budget and budget policies, and suggested changes in the salary schedule for clerical workers employed by the agency. The executive committee of the board advised the union to apply to the executive for the requested information, and declined to approve the proposed salary schedule. From that time, Mr. West reports, the executive noted a change in the board's attitude: "The equilibrium between staff and board, and executive and board, had been upset by the union letter."

The first expression of this changed attitude on the part of the board was the president's request to the executive for a plan of reorganization of supervisory responsibility, to be ready for the board meeting five days later, on June 12. The request was based on comparative figures (later declared incomplete) as to "salary scales and supervisory ratios" in the FSS and the Provident Association of St. Louis.

At the board meeting of June 12, the present tangle began, though undoubtedly it is only fair to say that the threads run back to the union-board exchange two months earlier, and beyond that, to the "serious problems" which had resulted in new board members, a new president, and a new executive for the FSS.

On June 12, the board, with some compromises and modifications, voted the reorganization plan presented to it by the executive, the chief points of which were a reduction in the status and a 22 percent cut in the salary of the case supervisor (her salary was the one considered "farthest out of line"), the taking over by the executive of case supervision, and reduction of about 5 percent in the salaries of the two supervisors.

For a month there was growing friction between executive and staff, the staff holding that the board had had insufficient information on which to base "such a serious modification of agency structure." The staff charged the executive with failure to provide for staff participation in considering the proposed change, with failure to lay before

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the board complete and accurate information, and with failure to consult "outside professional groups such as the FWAA, of which the agency is a member."

On petition of an FSS staff representative, the executive committee of the St. Louis chapter of the AASW voted to recommend "an inquiry by the AASW [the national body] of the methods used by board, staff, and executive." There are precedents for such an inquiry, and Harry Greenstein, who was then president, though his successor had been elected, decided to authorize it. Walter West, AASW secretary, visited St. Louis County, and on the basis of firsthand inquiry drew up his report.

THE INQUIRY WAS NOT A QUALITATIVE EXAMINATION OF personnel or situation, but a study of procedure and of end results. Mr. West concluded that "The important fault was in the procedure, which rushed the proposal through the board as though all significant questions which might be raised about it had been answered."

Specifically, Mr. West found that the procedure used had violated sections of the AASW "recommended employment practices" as to, first, "participation of the staff in determining agency policies and procedures"; second, agreement between the agency and the employe "as to the specific conditions of work"; third, the maintenance of financial and administrative stability sufficient to "warrant confidence of the employes in its ability to fulfill its agreements and to maintain its progress." Further, the report held that since the executive had failed to discharge his duties toward staff and board, the chief responsibility for violation of employment practices rested with him.

On September 26, the final draft of the report was delivered to the FSS board, staff, and executive secretary. On October 16, the board in a brief statement expressed interest in the report, not accepting it as complete or accurate, but not specifying errors; commended the "principles of professional practices" included in the report; and affirmed its intention to consult the staff in matters of importance in the future. The board reemployed the executive secretary for another year, and set up a joint committee of board and staff to restore "a working basis in the society."

On learning of the board's action, six members of the staff resigned, to take effect November 18. Meanwhile, the situation had been complicated further by a request for the case supervisor's resignation, and the dismissal of one of the other two supervisors by the executive secretary.

The Clayton difficulties have had wide repercussions. In its December issue, *The Family,* published by the FWAA, pointed out editorially that, in the relationship of staff, board, and executive there are "no 'rules' to be rigidly followed. The Standard Employment Practices recommended by the AASW represent the consensus of chapter opinion of what are considered good policies and do not necessarily represent actual practice in every agency in every community."

The Family deplores as artificial any tendency to divide "social workers who are staff members and social workers who are executives" into two separate and opposed groups, reasoning that they are "essentially colleagues, working for the same professional objectives, although their responsibilities differ." This editorial concludes: "When errors of judgment or action occur, we should be more than ever thoughtful lest injured feelings, or anger, or questions of status, or distrust of motives obscure the pertinent and important fact that we share in common obligations to our clients and community. These are the disciplines of our profession. They are the more binding on each of us because they are self-imposed."

The National Board of the AASW, as reported in *The Compass,* holds that Mr. West's inquiry and report have achieved three of the four objectives of the association's entrance into the situation: "To respond to the request of social workers for a professional judgment on the validity of a particular agency's practice affecting the professional welfare of those social workers; arriving at facts with respect to the application of the association's 'Statement About Standard Employment Practices in Social Work' in a particular situation; to offer a factual basis to give the particular agency a chance to improve its own procedures." The board, therefore, feels that it remains only "to use the experience gleaned from this situation to help other agencies improve their procedures." To this end, the board has arranged for appropriate distribution of the West report, and also has set up a special committee to study the document, and "to report back to the National Board on the need for further procedures to be established by the association in connection with future inquiries."

The union, as reported by two former staff members of FSS in *Social Work Today* (December) took a very different view of the whole situation, and of the means and method required to correct it:

> The union concluded that the true protection of the staff required the resignation of the executive secretary. . . . This [conclusion] came only after consultation with leading representatives of organized labor, representing thousands of trade unionists, whose contributions to the United Charities helped to support the FSS, whose families and friends were the clients of FSS, and who looked upon such a demand as a necessity for their own protection and for the protection of the community. To organized labor this was by no means a case of union interference in management, but a case of union action for community welfare.
>
> The union's campaign at this writing is in full swing. . . . The support of the entire organized labor movement in St. Louis, both CIO and AFL, has been placed at the disposal of the union. The members of these unions are admittedly a powerful factor in the United Charities campaign. . . .

As this is written, in late December, some of the former staff members of the FSS have been placed, others still are without new professional connections. A group of members of the St. Louis chapter of the AASW has petitioned the National Board for a review of the circumstances of the dismissal and the "forced resignations" of FSS staff members, and of Mr. Wilson's professional conduct "as appropriate to a member of the AASW." The AASW by-laws require that this petition come before the board, with a hearing on the issues raised. This will take place at a board meeting later in the winter. A small committee of the AASW now is studying procedures for such a session. Meanwhile, in St. Louis County, the board and staff of the FSS, through their joint committee, are working with the FWAA on agency problems of procedures and relationships within the society, and between the society and the community, including union relationships. Mabel Uzell, a specialist in personnel problems, formerly with the Joint Vocational Service, has joined the staff for three months in a supervisory position. The union appears to have postponed any further action, pending the result of the joint effort of the FSS and the FWAA toward "solv-

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ing the professional problems confronting the agency."

Undramatic as are the usual procedures of joint committees and trained experts, they often result in the reasonable and orderly solution of conflict and tension. Such crises are less frequent in the professional field than in the less disciplined area of industrial relations. But even here, as all students of labor relations know, the trend is away from picket lines and tear gas, toward the more civilized mechanisms of agreement, conference, and mediation. Similarly, out of the quiet effort of a joint committee and a trained personnel worker may come not only constructive reorganization of one community's family case work agency, but experience and procedure of wide usefulness to the social work profession.

Silver Lining

PLEASANT surprises were in store for most community chests last month when they counted their "take" in the fall drives for 1941 funds. In spite of widespread fear of competition with war and refugee relief campaigns, two out of three of the chests reached or exceeded the amounts of money raised for 1940. Altogether the 299 chests which had reported to the Community Chests and Councils, Inc. by the third week in December had boosted their 1940 total of $49,384,284 to $50,533,226 for 1941, with returns still incomplete. This was more than 2 percent under the total of amounts for which the communities were striving, but was a gain on last year when the chests were 3 percent short of their goals. About half the communities this year reached or surpassed the marks they set for themselves, Goose Creek, Tex., which made 126 percent of its goal, going the farthest of all beyond its mark.

Over 100 chests which held campaigns in the fall had not reported on their success when the above statistics were compiled. However, scattered reports coming in later indicated that the stragglers would not spoil the record. As the curtains began to close over the old year, Chicago stepped forth with the announcement that it had passed its 1941 Community Fund goal by $50,000, reaching a total of $3,653,342, the largest in the history of the fund.

Whether the increase in community chest contributions occurred "in spite of" war relief campaigns or was a result of them, through a sharpened awareness to human distress, cannot be answered. The fact remains that while Americans were oversubscribing to a large war relief fund [see page 26] and were supporting innumerable refugee campaigns, they managed to open their pocketbooks wider than before to meet the human needs close around them.

For National Defense

HOW something over a million dollars was used in the two-year period ending June 30, 1940, in fortifying and extending democracy at home is told in a notable report recently issued by the Julius Rosenwald Fund. Compared with the billions being poured out for battleships and bombing planes, the sum involved is small. But in terms of "the American way of life," the expenditure is significant. The $1,057,201 for which Edwin R. Embree, president of the Fund, accounts in this report, was spent "chiefly on: 1, efforts to make rural schools a more vital force in the southern states; 2, fellowships for Negroes and white southerners; 3, aid in building up a few university centers for Negroes; 4, improvement in Negro health.

The report urges the importance of a broader program than is possible through private endeavor to "improve conditions in the South," and particularly to provide public education "of average American standard."

Southern states today are putting a larger proportion of their public funds into education than any other region, yet "this provides less than half as much support per pupil as the average throughout the country." Only through federal aid, the report submits, can this inequality be redressed. The Rosenwald Fund, on the basis of its experience in helping build thousands of modern schoolhouses in the rural South, in distributing more than 2,000 elementary and highschool libraries to both white and Negro country schools, in increasing the opportunity for adequate training for rural southern teachers, and in striving to better race relations, urges the importance of federal subsidies for public schools of the country's underprivileged regions. Proposals for federal school aid have been presented to Congress again and again, and such a measure probably will be introduced soon after the new Congress meets. The Rosenwald Fund sees in the plan "one of the surest ways of preserving a sound and virile democracy," since it would help provide "adequate opportunities for the education of all our children."

Millie R. Trumbull

THREE years ago, members of the National Conference of Social Work, meeting at Seattle, made pilgrimage to the modest home of Millie R. Trumbull in Portland. They found her housebound in a room lined with books and with photographs of such lifelong associates as Mrs. Florence Kelley and Jane Addams. Mrs. Trumbull's indomitable spirit ranged from her early years as a settlement worker in Chicago, when she helped secure the passage of the first Juvenile Court act, to the most recent issues of the day. But it was in mid-life that her own pioneering made its creative impact on the Pacific Northwest. That pioneering spanned a half century. In her death in early December, said an editorial in *The Portland Journal*, "Oregon loses one of the most courageous and fearless fighters for the public weal that Oregon has ever had."

Mrs. Trumbull not only helped write the Oregon Juvenile Court bill, but other early chapters of child welfare legislation. She had served as first woman probation officer in Portland, as registrar of the Portland Associated Charities, president of the Visiting Nurse Association, secretary of the Oregon Prisoners Aid Society, a charter member of the League of Women Voters, and as a redoubtable campaigner for woman's suffrage. She was a spirited collaborator of the National Consumers League and of Survey Associates. But her major activity, as constructive as it was militant, was laid aside when, in 1931, she resigned as secretary of the state board of child labor inspectors (a post she had held since 1903) and of the industrial welfare commission (since 1917) with which it had been consolidated.

"We worked together forty years ago," writes Rabbi Stephen S. Wise. "I hope you will note what this modest, physically broken person did for her whole state . . . faithfully and effectively." And John G. Kilpack, attendance officer of the Portland Public Schools, writes of her last years: "Fearless and uncompromising . . . against what she considered evil or wrong . . . her books and her friends were her solace, but that yearning to get back into the battle of the outside world was ever dominant."

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The Social Front

Education

MORE than half "the public" feels that a number of highschool students would be spending their time more profitably were they at work instead of in school, according to a report on a recent poll of popular opinion put out by the research division of the National Education Association. ("What People Think About Youth and Education," published by the association, 1201 Sixteenth Street, N.W., Washington, D. C.; price 25 cents.) The poll was made by the American Institute of Public Opinion under a General Education Board grant. Of the cross section sampling of the population queried, 54 percent believed that many young people would be better off at work than in highschool: 38 percent because they felt that education was of no benefit to some, 9 percent because they felt the schools do not give sufficient vocational training, 3 percent because they think the families need the additional income their children might earn, 4 percent because they think education makes young people dissatisfied, or for other reasons.

The replies to other questions give revealing insight into popular views on education. Thus, according to this poll, 73 percent of the population do *not* think education is overemphasized these days; 85 percent think education has improved in this generation; 72 percent think youth should discuss controversial questions; 67 percent favor such discussion by classroom teachers; 86 percent favor complete physical examinations periodically for all school children at public expense; 50 percent think the poorer states should have federal funds for their schools; 72 percent think needy families should be helped to educate their children; 76 percent of the total population (56 percent of those living in the South) think an equal amount should be spent on white and Negro schools; 82 percent favor a part time work and training program for youth. On the general question of school expenditures, 19 percent of the public say "not enough" is being spent; 47 percent, "about right"; 14 percent, "too much"; and 20 percent have no opinion.

Disbanded— The Committee on Militarism in Education, which for fifteen years has fought compulsory military training in schools and colleges, has decided to discontinue its work. With the enactment of the nation's first peacetime conscription law, thereby approving the compulsory principle, the committee felt that the lines along which it had been working had become "hopelessly out of date." The records and files of the organization have been sent to the Swarthmore College library as part of its collection of peace materials. The chairman and treasurer were given authority to call the executive board together if at any time it seems "possible and important."

Education and Defense— Plans which will relate the nationwide adult education movement to the country's defense program were announced by Morse A. Cartwright, director of the American Association for Adult Education, at the New England Conference on Adult Education in mid-December. The plans include an increase in the number of local adult education councils, to serve as the educational arms of local defense committees; a series of regional conferences, held throughout the country on adult education and defense; and the publication of material relating to education and defense.

Sixty-four American colleges of engineering in thirty-five states, the District of Columbia, and Puerto Rico have announced 250 short, intensive training courses designed to meet the shortage of engineers for service as designers, inspectors, and supervisors in defense industries. The prospective students must satisfy the engineering school giving the instruction that they have the requisite technical training and experience, and that they are employable in defense work. Tuition will be paid by the federal government out of the fund of $9,000,000 recently appropriated by Congress for this purpose.

English for Refugees— The Committee for Refugee Education, 254 Fourth Avenue, New York, has published a report covering its first year of work in organizing and conducting classes for foreign adults who have come to this country as refugees since 1933. Twenty-one agencies of various denominations cooperate in the work, which is staffed by volunteers. [See "All Learning One Tongue" by Frank Kingdon, *Survey Midmonthly* September 1940.] Rooms, materials, and other facilities are contributed. The purpose of the classes, which have a monthly attendance of more than 800 in seventy to eighty groups, is to teach everyday English to adult refugees, and also to familiarize them with American life and traditions. The 173 men and women who have served as volunteer teachers and substitutes are selected on the basis of their education, training, and experience, and are given a short, intensive course of special training before beginning their new work. The students range in age from seventeen to seventy-two, the majority under forty-five, and come from fourteen countries.

The committee offers "A Guide to Materials for Teaching English to Refugees," compiled by Fannie Aronoff, Gilbert Convers, and Nora Hodges, emphasizing free and inexpensive materials. Price 50 cents from the committee.

Record and Report— "An Adult Education Program for Prisoners," published as a bulletin of the University of Wisconsin, describes educational work being done in Wisconsin prisons through the cooperation of the university, the State Department of Public Welfare, and other state agencies. . . . "Secondary Schools as Community Centers," by Edwin S. Fulcomer, describes going experiments along these lines. American Association for Adult Education, 60 East 42 Street, New York.

Youth

FOUR Connecticut students (two Yale undergraduates, a Yale divinity student, and a student at the Hartford Theological Seminary) were sentenced last month to varying terms in the Danbury penitentiary for refusal to register under the Selective Service Act. The two undergraduates were sentenced to serve one year, the two theological students to serve three months because, the judge explained, they would have been exempt from service under the terms of the act. Each of the four refused to register because of conscientious objections. The judge termed their attitude "anti-social," and "a tremendous conceit."

The American Civil Liberties Union's recently organized committee on conscientious objectors has appealed to the Department of Justice to formulate a uniform policy for dealing with non-registrant conscientious objectors. Ernest Angell, chairman of the committee, points out that sentences in these cases have varied from three months to eighteen months, "in large part due to the fact that the Department of Justice has apparently left the handling of the various cases to the sole discretion of the local prosecutors and judges."

Unlike the Draft Act of 1917, the Selective Service Act classifies violations as felonies. Therefore, even if sentence

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is suspended or a mere fine imposed, the convicted violator loses many of his civil rights.

NYA— Statewide health projects for NYA workers will be in operation in all forty-eight states by January 1, as part of the agency's $2,500,000 health program. Health projects for twenty states already are fully approved and ready to begin operations immediately. [See *Survey Graphic,* December 1940, page 602.] By February, NYA expects to have accumulated health data on 100,000 young people. The purposes of the health examinations, according to a statement by Aubrey Williams, NYA administrator, will be "to facilitate the assignment of youth to proper types of work; to assist in guidance of individual youth in physical development activities; discover health conditions that need attention; and serve as a tool in health education work." [See page 23.]

More than 300 young people employed on NYA college work projects in New York City received scholastic awards and honors during the 1939-40 academic year, it is announced by William E. Annin, director of student work in this area. This is a marked increase over the previous year, when 226 NYA student project workers achieved academic distinction while contributing to their own support through their NYA work.

Student Service— Completely reorganized, with Dr. Alvin Johnson, director of the New School for Social Research as its chairman, the International Student Service is adopting new attitudes and trying to develop a new program of work. Joseph Lash, who led the anti-communist, anti-isolationist minority at the last meeting of the American Youth Congress [see *Survey Midmonthly,* August 1940, page 241] has become general secretary of the ISS. The Service, under this new leadership, is going far beyond its original aid-to-refugees program; it has taken over Work Camps for America, and the National Student Federation will become one of its departments. It plans campus lectures and a national student magazine. Even more significant is the shift in emphasis. Youth groups have been characteristically defeatist, demanding of their government, "What can you do for us?" The ISS is turning its attention to youth's responsibilities today. The theme of its Christmas vacation conference, held jointly with the National Student Federation at the New Jersey College for Women, was, "How Youth Can Serve Democracy."

Proposed Merger— As the American Youth Commission nears the end of its four-year study of the Civilian Conservation Corps, it recommends that the CCC and the National Youth Administration be merged. The basis for the recommendation is the belief that a combination of the two agencies is necessary for sound integration of youth programs with the defense program. The commission holds that the merger would eliminate the present competition between the two agencies "for appropriations, for administrative personnel, and for enrollee youth. . . . The functions of the two agencies are so similar that they duplicate at point after point. Aside from the fact that the NYA serves both girls and boys, no principle of differentiation between the two agencies can be discovered from an examination of their work." Both are now under the direction of Paul V. McNutt, federal security administrator.

Record and Report— Problems of rural young people, the need for an enrichment of country life, and for better vocational opportunity are explored in "Guideposts for Rural Youth," by E. L. Kirkpatrick, prepared for the American Youth Commission and published by the American Council of Education, 744 Jackson Place, New York. 167 pp. Price $1.

Against Crime

CRIME marches on with ever increasing momentum, if the collected reports of the New York Citizens Committee on the Control of Crime—the Guggenheim Committee—can be taken as an indication of trends. [See *Survey Midmonthly,* September 1937, page 192 and "What Do We Know About Crime" by William Preston Beazell, *Survey Graphic,* January 1941.] The committee's third annual report covering the year ending June 30, 1940 shows that more than 88,000 felonies and misdemeanors were committed in the city during the period, a rate of 1,196 per 100,000 population. The previous year the rate was 1,042 crimes per 100,000 persons; two years before it was 973. The report points out that in spite of its high crime rate, New York's record looks snow-white next to those of other cities. Compared to the combined rates of thirty-five cities of more than 250,000 population: "New York's murder rate was half that of the others, its robbery rate one fourth, its assault rate four fifths, its burglary rate one sixth, its larceny rate two fifths, and its larceny of automobiles rate seven tenths."

Thumbs Down— Hereafter, police chiefs throughout the country will refuse to supply the radio with factual information on crime, if they live up to the resolution adopted at the International Association of Police Chiefs held in Milwaukee last fall. The action was taken after a committee to study the effects of crime drama condemned this type of entertainment as detrimental to the morals and proper training of children. Script writers, it was said, so distorted police information furnished to them that the material became unrecognizable.

Film— "Boy in Court," a twelve-minute movie film recently issued by the National Probation Association, tells the story of a fifteen-year-old automobile thief, rehabilitated through the processes of probation. It is available for rent or sale in sixteen millimeter or thirty-five millimeter sizes from Films Service, 1790 Broadway, New York.

Why Probation— "Probation and Social Case Work Among Post-Juveniles and Adults in Baltimore Courts," annual report of the probation department of the Supreme Bench of Baltimore City, is more than a record of that court's experience with probation. It is a plea for the wider use of probation as a tool for the reclamation of "society's by-products—the offenders." Packed into an eight-page folder are a review of the history of probation, an explanation of the advantages it brings to rehabilitative efforts, a resumé of the various services rendered probationers and their dependents, contrasts between the low costs of probation and the high cost of incarceration from both an economic and a social viewpoint. Eighty percent of the probationers released from the Baltimore Criminal Court during the last four years have given evidence of successful rehabilitation.

Another Pal— As a deterrent to juvenile delinquency in Chicago, plans for an organization similar to New York City's PAL—Police Athletic League—are underway. Sponsored by the Chicago Crime Prevention Bureau, the plan calls for the establishment of playgrounds throughout the city, each under the supervision of a policeman equipped to teach athletics. Baseball, football, and basketball teams will be developed to compete in the Chicago Police Athletic League for Juveniles. The bureau is counting on donations from interested individuals and organizations for funds for equipping the playgrounds.

In Print— "The inherent weaknesses of the Georgia penal system are about to overwhelm it," says "Penal System," a pamphlet published by the Citizens' Fact Finding Movement of Georgia. [See Georgians Discover Georgia," by Jonathan Daniels, *Survey Graphic,* March 1939, page 199.] The report points to the "chaos and waste" due to the state's system of convict hire to highway contractors under a state-county highway department maintenance program and recommends a centralized prison administration with rehabilitation rather than punishment or economy as a goal. . . .

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"The Court and Correctional System of the State of Pennsylvania," published by the Public Charities Association, 311 South Juniper Street, Philadelphia, describes the organization and functions of the state's courts and penal system, and provides a useful directory of state institutions and personnel in the penal field.

Relief and WPA

SEVERAL states have reported that general relief loads either have declined definitely or remained stationary in months usually marked by a sharp increase. Most spectacular drop was in Pennsylvania, where statistical reports are more up-to-date than in most other states. There a steady weekly decline which began in the early summer brought the case load by November 2 to the lowest point on the records of the State Department of Public Assistance—140,791 cases with 401,416 persons. Throughout November the decrease continued, though at a slackening rate, till at the end of the month there were only 136,232 cases, with 385,253 persons, on the rolls. The department attributes the drop in general relief primarily, though indirectly, to increased industrial employment. Persons on general relief have been taken onto WPA to fill the places of WPA workers absorbed into private industry. However, WPA rolls in the state also have shown a net decrease. A study of the general relief case load indicates that approximately one third are without members "currently able to take employment."

Other states that recorded a marked decrease in public aid from August to September were Illinois, Wisconsin, California, Nebraska. In these states the total of all forms of aid, including WPA, declined, but the most spectacular drop was in direct relief. Figures for October —usually a month of sharp increase— show practically unchanged conditions in Wisconsin and Nebraska, a continued decline in California.

The 111 urban areas which submit statistics to the Social Security Board reported a 3 percent decline in the number of total general relief cases for the month of October as compared with September, along with a 3 percent rise in the amount of financial obligations incurred for this type of aid.

Budgets and Incomes—The needs and resources of relief cases is the subject of the recently released fifth report on the statewide review of relief needs conducted a year ago by the Illinois Emergency Relief Commission. [See *Survey Midmonthly,* November 1940, page 336.] The figures, based on individual computations of "needed" and "operating" budgets for 95 percent of the relief cases in areas covered by the survey (areas receiving state aid) show that the gross needs per case in Chicago, irrespective of income, are 30 percent higher than in the rest of the state, but that the average operating budget allowance per case used in relief administration is slightly lower in Chicago than in the rest of the state.

In Chicago the average outside income per case is $2.51 a month as compared to $12.77 for "down state" cases. The state, excluding Chicago, also has a larger proportion of cases with income than does the metropolis, the percentages being 75 and 17 respectively. Incomes in Chicago cases come chiefly from relatives and friends, secondly from roomers and boarders. In the rest of the state the main source of outside income among relief families is public works; the second source, private employment.

WPA and Defense—National defense is directly involved in approximately 20 percent of current WPA projects, more than $100,000,000 of WPA money having been allocated to defense projects since July 1. One of the largest is sponsored by the National Defense Commission. Operating on a nationwide basis it furnishes white collar employment to 5,563 persons on a variety of clerical and statistical undertakings at a cost of $5,820,000 for the year. An interesting army-sponsored project in Massachusetts conducts studies and experiments in the art of camouflage and the conduct of blackouts. However, most of the WPA defense work is on construction projects sponsored by the army, navy, the national guard, and the municipalities. The city-sponsored projects usually concern improvements at civil airports, considered as vital in the defense program.

The Unattached—An experiment involving increased attention to single-person relief cases is currently underway in Pittsburgh where two visitors at the central district office of the Allegheny County Board of Assistance are carrying case loads of 100 single persons each, one entirely men, the other women. The experiment grew out of recommendations made by a committee of the Federation of Social Agencies based on a sample study of unattached persons on the county's public assistance case load. The committee proposed: administrative changes which would permit visitors to work more intensively with the unattached; referral of single persons with special needs to private agencies; closer cooperation between the county board of assistance and the State Employment Service; establishment of a "diagnostic clinic" for the more employable persons; further study of the less employable group. It pointed out that the problems presented by the unattached, while more acute, are essentially the same as those of the entire relief case load and that the results of an experiment with this group would have implications for all relief recipients.

Work Relief—Another community beginning to realize that a relief program can no longer be characterized as "emergency" is Greenwich, Conn., where the Board of Public Welfare recently recommended changes in its "labor policy" in a report to the town taxpayers. From the beginnings of the depression, relief recipients have been assigned to work in any of the town departments, the wages being paid by the welfare department. "This policy," says the report, "gave to the relief recipient the feeling that he had a regular job which he actually did not have; it has been expensive to the taxpayers because relief men were paid on a wage basis thereby often receiving more than their budgeted relief needs called for." Believing, therefore, that the system is unsound as a permanent relief policy, the board has recommended that it be abandoned and that those workers whom the departments cannot put on their regular payrolls be withdrawn to become part of the state, WPA, or private industry retraining programs. Those who do not fit into these programs are to be given work at the Town Farm.

Defeat—High hopes held by social workers and the civic minded in San Antonio, Tex. that the city would assume some financial responsibility for a much-needed relief program [see *Survey Midmonthly,* December 1940, page 363] were dashed last month as a result of municipal elections. A proposed amendment to the city charter enabling the city to levy a special property tax for relief —not to exceed 5 cents on $100 assessed valuation—was defeated by 3,000 votes in a total vote of less than 8,000. Stunned social workers, looking around for reasons for the defeat, suspected many; "perhaps organized political opposition, apathy of the electorate, inadequate educational campaign."

Among the States

THE old age assistance initiative recently adopted in the state of Washington [see *Survey Midmonthly,* December 1940, page 366] so far has brought nothing but cheerless prospects to the old folks of that state. On its first examination of the measure, the Social Security Board announced that several changes would have to be made or federal contributions to the state for payments to the aged would be discontinued. The board has also ruled that it will not consider matching state funds until the legislature has provided a way of

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raising the state's part of the money. Backers of the initiative have announced that "basic tax reform" in the state is necessary to finance the program, but there is a question of whether such reform would not require a constitutional amendment. An amendment could not be brought before the electorate before November 1942. Just how the state's 40,000 needy old folks will receive any aid in the meantime is a puzzle, since the initiative repealed all former old age assistance laws.

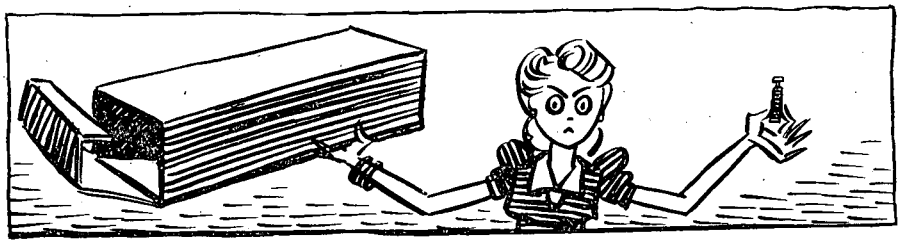
Trouble—Several headaches lie ahead for the state legislature in Oregon. A long dormant suggestion to take away from the public welfare commission all its jurisdiction over social security functions other than of direct relief, has been revived and prepared as a bill to be introduced at the next legislative session. Also lying in wait for the legislature is a proposal for $40 a month mandatory old age pension payments.

Merit Systems—Following an ultimatum from the Social Security Board, the California Social Welfare Board recently voted to establish a merit system for the welfare departments of the state's fifty-three counties. [See *Survey Midmonthly,* December 1940, page 366].... Utah's county officials have requested the Social Security Board to postpone the deadline for merit systems in the county welfare departments until April 1. . . . Under Minnesota's tentative program for merit systems for personnel of county welfare boards, every person who was on a welfare board payroll on or before January 1, 1940 is eligible to take a noncompetitive qualifying examination. Each county is to be allowed to give employment priority to its own residents. . . . . Last month Nevada held competitive examinations for positions in the old age assistance and child welfare divisions of the state welfare department.

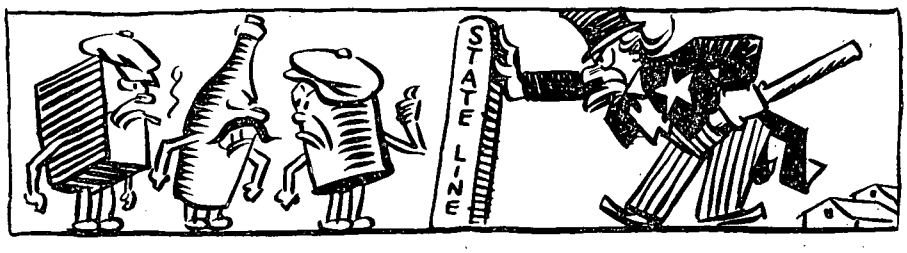
Toward Change—In Michigan, the State Welfare Commission has recommended changes in the state welfare program to bring it the full advantages offered by the federal Social Security Act. Among other things the recommendations involve the introduction of a child welfare program, the consolidation of various state agencies in assisting the blind, state aid to counties for the hospitalization of indigent adults, raising the old age assistance maximum to $40 a month.

Going Down—The preliminary estimate recently announced by Governor James of the state's share in Pennsylvania's public assistance requirements for the next biennium (June 1, 1941-May 31, 1943) is approximately a third less than the estimated requirements for the present biennium. Practically the entire cut is expected to occur in the general relief category where case counts have been on a steady downward trend since early last summer. [See page 22.] The general relief figure is set at $67,527,000 as compared to some $135,000,000 for the current biennium.

However, increases are anticipated in three categories: in blind pensions from $9,192,000 during the current biennium, to $9,900,000 for the coming biennium; in old age assistance from $24,037,000 to $26,000,000; in aid-to-dependent children from $20,146,000 to $27,239,000. It is estimated that total expenditures for the public assistance program from state funds will require the appropriation of approximately $148,000,000. This figure is based on the assumption that WPA will continue to carry about the same proportion of the unemployment relief load as at present, and that industrial recovery will continue at a high rate.



If pamphlets came under the labeling provisions of the Wheeler-Lea act, "painless education" would probably be pasted on Public Affairs Pamphlet No. 51, "Read Your Labels," by Helen Dallas and Maxine Enlow, published this month. Delightful illustrations accompany a popularly written text explaining just what the food and drug laws mean to Mrs. Armstrong, average housewife who "can't afford to buy a tube of toothpaste in a carton three times its size"; and just why they still fall short of fully protecting her. One reason: "only when products have crossed a state line can they be seized by the federal government." Price 10 cents from the Public Affairs Committee, 30 Rockefeller Plaza, New York.



The Public's Health

THE influenza epidemic which began on the west coast toward the end of November spread last month through six western states—California, Oregon, Washington, Idaho, Arizona, and New Mexico. In Los Angeles, hardest hit of all localities, more than 50,000 persons were stricken within a ten-day period. In San Francisco where 838 new cases were reported in a week, the incidence was estimated to be ten times that number. Phoenix, Ariz., also had more than 800 new cases reported within a week. Few deaths were marked up to the disease, which appeared as type "A", its mildest form. At this writing health authorities in the East, preparing to fight the epidemic at its first onslaught, so far have received no news of the enemy's approach.

At the present time, preparations for fighting the "flu" can involve little more than seeing that professional personnel is available for caring for the afflicted. Though some progress has been made in recent years, attempts to evolve an influenza vaccine [see *Survey Midmonthly,* December 1940, page 366] are still on an experimental scale. The apparent protean character of the disease presents a discouraging outlook for the development of any completely effective preventative, for a vaccine which may immunize against one strain may be worthless against another.

For Youth—Plans and examination forms for the new health program for NYA out-of-school workers [see "Manpower for Industry," by Beulah Amidon, *Survey Graphic,* December 1940] were issued last month to all NYA state administrators as a "Preliminary Manual of Health Procedures." The program has three goals: a physical appraisal for every NYA youth; correction of health defects; improved technical assistance to NYA efforts directly bearing on the health of young workers. Statewide health projects will provide medical and dental examinations for all NYA workers, the results of which will serve as a basis for determining suitable employment and for planning remedial steps involving the use of community and NYA resources and personal health education. [See page 21.]

Examiners will pigeonhole the young people into six classifications. The first

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three, designating persons as "fit for any work or athletic activity," will include those with no or very slight defects, abnormal conditions easily remedied, defects not amenable to correction but not severely handicapping. Class IV will designate persons as "fit for only certain kinds of employment or recreational activity," the assignment to be approved by the physician. Class V, designating persons as "temporarily unfit," will call for subsequent reclassification into one of the first four classes. Class VI, designating persons as "permanently, or for a long period, unfit" will bar them from NYA employment. But "in every case it must be kept in mind that youth, not defects, are being classified" warns the manual, pointing out that the purpose of the examination is not to exclude from employment, but "to discover defects so that they may be remedied, assist in the proper work assignment of NYA youth, assist in the development of health and physical development activities."

Mental Care—With the goal of ultimately reducing the population of the state's overcrowded mental hospitals, or at least diminishing the rate of growth, the governor of New York recently appointed an unofficial commission to "survey and recommend." Under the commission's scrutiny, because of their possible bearing on hospital census, are the newer modes of treatment including the various types of shock therapy; general syphilis control; increased and earlier use of parole from the hospitals; wider use of outside care for patients, with state payment of board.

A New Start—The Group Health Cooperative, Inc., the only health insurance organization in New York State set up on a consumer cooperative basis, began operation last month after receiving its license from the state insurance department. The cooperative is an outgrowth of the experimental Group Health Association of New York which passed out of existence when new state legislation was interpreted as requiring free choice of physicians in medical insurance plans. [See *Survey Midmonthly,* September 1940, page 271.] Membership, now open to families of limited income living in New York City and Westchester County, may be extended eventually to residents of the state's eleven southern counties. So far the organization has been successful in raising $11,000 of a hoped-for $15,000 capital fund.

Debut—Designed to bring together information of events and proposals relating to the costs and spread of medical services, *Medical Care,* a new quarterly, makes its bow this month. Published for the Committee on Research in Medical Economics and edited by the committee's chairman, Michael M. Davis, the journal contains studies of existing plans of organized medical care, summaries of current action by voluntary and governmental agencies and of new and pending legislation, reviews of current literature, an open forum for signed expressions of opinion. Price $3 per year from the Williams and Wilkins Company, Baltimore.

The Blind

SOCIAL work is the chosen field of half the eighteen visually handicapped students now studying in schools and universities throughout the country on scholarships from the American Foundation for the Blind. Thirteen of the scholarships were new this year; five were renewals. Three of the foundation's former scholarship students recently have been placed in social work positions: Margaret Hale, case worker at the Omaha Family Welfare Association, who has a case load of seeing persons; Leontine Belmont, social worker at the Lavelle School for the Blind; Martha Brennan, home teacher with the Ohio State Commission for the Blind.

Employment—Government orders of blind-made products recently have provided employment for an additional 400 blind workmen. At present twelve articles are on the federal government's schedule of purchases made through the National Industries for the Blind from forty-three workshops scattered through twenty-six states. It is estimated that government business will bring more than $200,000 in wages to blind people this year. . . . A recent amendment to the Federal Emergency Appropriation Act permits a person temporarily to relinquish receipt of blind aid under the Social Security Act to accept WPA employment. . . . "History and Operation of the Vending Stand Program in the District of Columbia," recently issued by the vocational rehabilitation division of the U. S. Office of Education "in the hope that it may be of value in the development of similar programs throughout the country," tells of the success of the unsubsidized Washington Society for the Blind in taking over and rehabilitating a vending stand program which had formerly been a failure. [See *Survey Midmonthly,* October 1940, page 302.]

Dogs and Men—Seeing Eye dogs are now in use in every state but Arkansas, according to the annual report of the Seeing Eye, an organization which trains German shepherd dogs as guides for the blind. During the year ending September 1940, the association's school graduated 144 men and women with their "educated" dogs. One of the main difficulties of the Seeing Eye is the replacement of deceased dogs, as each animal is trained in accompaniment with its master at the school, located in New Jersey. Last year twenty-five Seeing Eye dogs died of old age or disease. It is estimated that the association must furnish an average of three dogs to each client during his lifetime.

At the annual meeting of the board of directors last month Mrs. Harrison Eustis, resigning as president, was elected as honorary president. Mrs. Eustis has been president since she founded the Seeing Eye in 1929. Succeeding her is Henry A. Colgate.

Facial Expressions—Because society judges the individual "largely by what may be read in the face," increased attention must be paid to the problem of teaching blind children proper facial expressions, says Harry Spar of the New York Institute for the Education of the Blind in a recent issue of *Teachers Forum,* monthly publication of the American Foundation for the Blind. Referring to the blank, supercilious, and enigmatic expression on the faces of so many blind persons, Mr. Spar lays the blame on the restricted activity which bars many blind children from experiencing normal emotional stimulation, thus leaving the facial muscles undeveloped; the frequent admonition from teachers to "look pleasant," which often results in a perpetual but meaningless grin; the self-stimulation of facial muscles by children, resulting in habitual facial distortions. Though pessimistic over the hopes for training blind adults to facial expressiveness, Mr. Spar is hopeful that further study of the problem will produce methods that can be effectively applied to children.

Discontinued—Lack of funds has made it necessary for the New York Lighthouse to close its eye clinic. In the clinic's place is a new department for the prevention of blindness, an information center for sight saving and care of the eyes. Officials at the Lighthouse hope to be able to open a night clinic at some later date, perhaps in connection with a hospital, as an aid to persons who cannot get away from work during the day to attend regular hospital clinics.

Touch and Sound—*The Catholic Digest* is the latest magazine to begin publishing a braille edition. It is free to blind persons on request, from the Catholic Digest, Braille Edition, 55 East 10 Street, St. Paul, Minn. . . . *The Braille Book Review,* inaugurated several years ago by Lucy A. Goldthwaite of the New York Public Library, is now being published by the American Foundation for the Blind. The Library of Congress and the New York Public Library are meeting the cost of sending the magazine to some 2,000 persons. Blind persons may obtain copies free from Miss Gold-

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thwaithe, Library for the Blind, 137 West 25 Street, New York. . . . *Talking Book Topics,* the "sound" reader's periodical, contains reviews of the new Talking Books and other features. Subscription price, $1, from the American Foundation for the Blind, 15 West 16 Street, New York. . . . President Roosevelt recently put his signature on the congressional bill to increase to $225,000 the 1940-41 appropriation to the Library of Congress for Talking Book library service.

Community Affairs

"ORGANIZED legal aid work can be and is being done outside the big cities," says John S. Bradway, secretary of the National Association of Legal Aid Organizations in "Forms of Legal Aid Organizations in Middle-Sized Cities and Smaller Communities," a well-documented plea for the extension of this work. The mimeographed publication brings together material on legal aid organizations in forty-three counties or medium sized cities. Compiled in topical order, it includes: reasons for organized legal aid work; statement of purpose; structural forms; the case procedure; rejected cases; miscellaneous.

The result should be stimulating and useful to any group considering the pros and cons, and ways and means of establishing such an organization in such a setting. Of the various types of legal aid societies recorded — independent agencies, committees of bar associations, departments of social agencies—Mr. Bradway leans toward the type closely associated with a bar association, but he recommends that any type be adopted rather than none.

Acquitted— In Los Angeles a special study committee of the Community Welfare Federation, formed to determine whether the federation's agencies are unnecessarily duplicating governmental services, recently reported "no bill." The committee studied selected cases from the family welfare, child welfare, and health fields. Slightly over 4 percent of the family welfare cases read were found to be eligible for public aid, but complicating circumstances in these cases were considered as justifying the agency in retaining their care. The fact that about half the cases from the health field were found to be eligible for public service is blamed on the difficulties encountered by public agencies in serving many types of patients. The child welfare agencies, where only a little more than one percent of the cases were found eligible for public aid, were commended for "having developed carefully supervised intake policies." The report suggests that clients of federation agencies be advised that services rendered were made possible through the Community Chest. Says the committee: "We believe such a procedure would result in a more cordial attitude toward the chest."

Success— The Greater New York Fund, New York's unique central financing organization [see "The First Year Is the Hardest," by Kathryn Close, *Survey Midmonthly,* February 1939], reports that 1940 was the most successful of its three years of existence. At the last count contributions amounted to $316,524 more than the previous year; with 3,462 additional donors. Altogether the coffers held nearly $3,800,000 in cash and pledges from over 13,800 business firms and employe groups. Last month the fund proudly announced that it had captured James A. Farley, of political fame, for its 1941 chairman. . . . In its first annual Community Chest campaign, completed last month, San Antonio, Tex. went over the top with $325,703 from more than 28,000 contributors, thus insuring the chest's thirty member agencies that their budgets for this year, at least, will be met.

For Shut-Ins— Housebound persons in Evanston, Ill., for the past three years have had their lives made a little fuller through the efforts of the city's Bureau of Recreation. Under the direction of C. E. Palmer, the bureau's program for shut-ins embraces friendly visiting, handicrafts, parties, and a monthly journal. Mr. Palmer and his assistant, who teach the shut-ins almost any type of needle work, weaving or craft, occasionally must learn new skills to satisfy unusual demands such as bookbinding or the art of magic. Entertainments sponsored by various clubs or civic organizations bring the generally housebound persons opportunity to meet one another. Each receives a monthly copy of *The Arm Chair Sentinel,* a mimeographed booklet edited by Mr. Palmer containing contributions from the shut-ins, personal items, jokes, poetry, and a book list. Names of persons unable to join the ordinary stream of life because of age or a confining physical handicap are sent to the bureau by the various social agencies in the community.

Interpretation— A new approach to social work interpretation is under trial in the current radio series of Chicago's Council of Social Agencies. Instead of being based on the usual expurgated case stories, the program presents a serial story with heroine, heart interest, and all the normal radio appeal. Central character is Connie, a case worker in a family welfare society. Case material from Chicago's social agencies is introduced as the plot develops. Says the council's *News Letter:* "If people listen to this serial because they are interested in Connie, they can't help absorbing a lot of information about social work." . . . In Washington, D. C., a group of workers from private and public agencies have formed a workshop on the interpretation of case stories. With the purpose of evolving methods of interpreting the case worker's job, members of the workshop come together once every two weeks to discuss a case history presented by one of the members. Each then writes up the story from the "interpretive angle." *Community Service,* monthly bulletin of the Council of Social Agencies of the District of Columbia, publishes the best product of each meeting. . . . At its last annual meeting, the Brooklyn Bureau of Charities tried out a new method of interpreting its work to the assembled guests. A member of the board of direc-

Blackstone

ROBERT T. LANSDALE

Friends of Mr. Lansdale—and he has a host of them all over the country—will be interested to know that he has been loaned for a year by the New York School of Social Work to the Community Service Society to plan and organize its new Institute of Welfare Service. The institute, established at the time of the merger of the COS and the AICP in 1939, is one of the society's main divisions, the others being divisions of general and special services and the New York School. Since Mr. Lansdale has been identified with public welfare work, his choice for this post suggests that the society aims to direct its research activities toward that field. Mr. Lansdale will continue to do some teaching at the school.

Newcomer at the school is Charlotte Leeper Hanson whose activities in public child welfare work have carried her from Alabama to New Hampshire via Puerto Rico. Another appointment to the public welfare teaching staff is anticipated.

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tors interrupted the president in the midst of a statistical report to ask what had become of the Baker family he had referred to the bureau a few years back. The president then called on several committee heads and directors, each of whom related how a particular committee or department helped the Baker family swim to safety out of a sea of troubles. The whole gave a picture of a well integrated agency working closely with outside community resources. The story, later printed as presented at the meeting, made up the larger part of the bureau's annual report, "Speaking of People."

Parties vs. Pranks— The effectiveness of parties as weapons against destructive pranks has been demonstrated in Toledo, Ohio, where three years of planned Hallowe'en celebrations have produced significant reductions in statistics on seasonal vandalism. First started in 1938 at the instigation of L. Wallace Hoffman, chief probation officer of the Juvenile Court, the parties are planned by churches, schools, and social agencies, and are held in every neighborhood in the city on every day in the week preceding Hallowe'en. In 1940, sponsored by the Toledo Council of Parents and Teachers, the parties numbered more than 300. Indices of their ulterior success are the 61 percent drop in broken street lights from the same week of 1937; the 61 percent drop in false fire alarms; the 50 percent drop in general police calls on vandalism. Accompanying the parties was an anti-vandalism educational program carried out in every school classroom.

People and Things

RED CROSS membership was increased by 16 percent over the previous year as a result of the recent annual roll call. Total enrollment reached 8,250,000, over a million more than in 1939. The funds received through the roll call were in addition to the $21,588,000 contributed since last spring to a special war relief fund. Last month national headquarters announced that the American Red Cross had sent relief in kind to the value of $13,792,000 to the victims of warfare in eleven nations. Of this total, $6,582,000 was in products purchased by means of the war relief fund; $3,669,000 in goods produced by or donated to the chapters; $3,441,000 in supplies purchased by the U. S. Government for distribution by the Red Cross.

Meetings—The eighteenth annual meeting of the American Orthopsychiatric Association, an organization for the study and treatment of behavior and its disorders, will be held in New York February 20-22. Preliminary programs will be sent on request from the association, 1790 Broadway, New York. . . . The same dates will witness a symposium on industrial public health nursing services in Milwaukee to be held under the sponsorship of the Wisconsin State Board of Health and The Industrial Nurses of Wisconsin.

Out—At the request of Governor Keen Johnson of Kentucky, Margaret Woll resigned last month as state commissioner of welfare, a post she has filled for two strenuous years. The reason for his request, said the governor, was "the good of the department"; then added "I have a high regard for Miss Woll. She has quite a flair and an extraordinary competency for social work." Miss Woll is a native Kentuckian, widely experienced in social work administration, whose professional preparation included study at the New York School of Social Work and the University of Chicago. She is a member of the American Association of Social Workers. Her successor in Kentucky is W. A. Frost, chairman of the State Parole Board and business manager of *The Western Recorder*, a weekly Baptist publication.

Birthday—Over 500 gatherings throughout the country last month celebrated the eightieth birthday of Henrietta Szold, founder of Hadassah, Woman's Zionist Organization of America. Miss Szold spent her birthday in her home in Jerusalem from which she directs the youth immigration movement which has transferred 6,200 refugee Jewish children to Palestine. In Palestine the entire Jewish community cooperated in celebrating the event through special broadcasts from the schools. Hadassah sent its founder a gift of $25,000 "to foster any phase of work in Palestine which she deems necessary to meet emergency conditions brought about by the war."

To China—Bowl of Rice Parties to promote Chinese relief have been scheduled in thirty-nine states under the sponsorship of the American Bureau for Medical Aid to China. Among the supplies recently shipped to China by the ABMAC were 200 microscopes, a fourteen-stretcher ambulance, 144 tires and inner tubes, 350,000 tablets of sulfathiazole for pneumonia, four truck chassis, surgical supplies, and medical books.

Survey Alumnus— Social workers with even short memories recall the time, not so far back, when John D. Kenderdine graced *The Survey* staff and was its affable and able representative at many national and state conferences. Mr. Kenderdine—excusit, please—Major Kenderdine, of the Officers' Reserve Corps of the U. S. Army, is the author of a new little book, "Your Year in the Army" (Simon & Schuster; price $1.25, postpaid from Survey Associates, Inc.), in which he tells bewildered young draftees what to expect in their new experience, with a useful handfull of "do's and don'ts" thrown in. Though Major Kenderdine wrote "for the boys," their mothers, wives, sweethearts, yes even their aunts, will find his good common sense very heartening.

Changes—With its administrative direction and headquarters transferred from the Community Service Society to the Welfare Council of New York City, New York's Contributors' Information Bureau also has taken on a new director, Elling Aannestad, recently director of welfare at the New York World's Fair. . . . The New Year has brought the Hospital Council of Greater New York a new executive secretary, John E. Ransom, for the past ten years assistant director of the Johns Hopkins Hospital in Baltimore. . . . New associate director at the American Social Hygiene Association is Elliot J. Jensen, former executive secretary of the alumni council, Western Reserve University.

Record—In its first quarter as an affiliate of Columbia University, the New York School of Social Work has set a new record for enrollment with 274 full time students and more than 600 part time students.

Deaths

JOHN BRADFORD, for the past twenty years on the staff of the National Recreation Association, for thirteen of them responsible for its rural recreation service. Under his guidance, more than 76,000 persons have had institute training in rural recreation leadership.

EDWARD M. BARROWS, writer and sociological student, whose book, "The City Where Crime is Play," published in 1912 by the Russell Sage Foundation, was a stimulus to the establishment of many of the present recreational facilities for New York children.

WILLIAM E. GRADY, associate superintendent of schools of New York City in charge of vocational highschools and evening trade schools. A recognized authority on juvenile delinquency, at the time of his death he was a member of the State Commission for the Study of Educational Problems of Penal Institutions for Youth.

EMMETH TUTTLE COCHRAN of Chapel Hill, N. C., after a long illness. Mrs. Cochran's leadership in the field of social work education influenced half a dozen southern colleges and contributed to the development of personnel standards in social work all over the South.

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Book Reviews

In Search of Security

COLLEGE PLANS FOR RETIREMENT INCOME, by Rainard B. Robbins. Columbia University Press. 253 pp. Price $2.75, postpaid by Survey Associates, Inc.

OF SPECIAL value to trustees and administrative officers concerned with suitable retirement plans for faculty and staff members of colleges and universities, this book is also illuminating to all those interested in the general problem of social security and the possible extension of the Federal Social Security Act to include educational, religious, and charitable organizations.

Part I of the study summarizes in detail retirement plans in operation in the colleges and universities of the United States and Canada. In general these institutions have found retirement plans a necessary part of their policy, and most of the plans inaugurated in recent years have been compulsory for faculty members; in a majority of cases the insured person contributed 5 percent of his salary and the institution an equal amount. Some contracts place a limit of $1,500 to $4,000 a year retirement income, and collect contributions only to cover these amounts; the retirement age usually is sixty-five, sometimes seventy, with a few optional arrangements by which the insured can retire at sixty.

Part II reviews the growth of college plans for retirement income, describes the desirable provisions, and discusses the principal questions of policy involved. The value and shortcomings of the Carnegie Foundation for the Advancement of Teaching founded in 1905, and the wider and sounder functioning of the Teachers Insurance and Annuity Association founded in 1918, are described. At the present time most college plans cover only the faculty and administrative officers, but the practice of including service and maintenance employes is spreading.

One of Mr. Robbins' most useful discussions is on the relationship between college retirement plans and the old age provisions of the Social Security Act which do not now cover those employed by educational, religious, and charitable institutions.

He points out that colleges should not wait for possible extensions of the security system, but should inaugurate plans of their own designed to supplement the minimum provisions of the federal scheme, and wherever practicable to cover maintenance employes as well as teaching and administrative staff. At present these employes are at such a distinct disadvantage as compared with those in industries covered by the Social Security Act, that industrial employment becomes much more attractive than college employment.

Some prominent college administrators have feared that the inclusion of colleges under the Social Security Act would be an entering wedge for further taxation and for federal control and interference in education. From the standpoint of employer-employe relationships, and of budgetary problems, this study points out that colleges and universities have nothing to lose and everything to gain by becoming a part of the old age and survivors' insurance and benefits plan of the act. It would be far better for these institutions to be a part of and to support the federal plan than to appear in opposition to a social movement so widely accepted.

Boston, Mass. MARGARET GRANT

Young Visitors

BORROWED CHILDREN, by Mrs. St. Loe Strachey with a foreword by Amabel Williams-Ellis. Reprinted by the Commonwealth Fund. 149 pages. Price 75 cents, postpaid by Survey Associates, Inc.

HERE is the story of what happened when almost 735,000 unaccompanied school children were evacuated from the bomb targets of England to the sparsely populated countryside. It is a handbook for any woman who plans to open her home to a refugee child, if she would transform her emotional floatings into a rugged, durable spirit of service.

The account is strictly firsthand. Says Mrs. Strachey: "Two cars drove up. The doors opened on both sides and out tumbled eight little beings, none of them more than knee-high. A tangle of gas masks, knapsacks, tiny great-coats, tumbled all over the floor into the hall and tins of condensed milk rolled about gaily."

The soundness of this little book rests to a large extent on the author's equal identification with child and hostess. At no time does she let it be felt that a cloud of angels settled over the quiet villages of rural England. On the other hand, she reduces to the simple, reasonable inevitabilities of anxiety and strangeness, the behavior that was so baffling to hostesses who were doing all in their power to make the children happy. She makes friends with symptoms, and invites them into the realm of the familiar and homely. Particularly, does she take pains to be on casual terms with enuresis, because this most common symptom of a child's disturbance is uncommonly trying to the people who receive him. Extracts from case histories give bewildered hostesses the comfort of knowing that "difficulties of children are only developed, not caused by evacuation."

Mrs. Strachey believes that the term "foster-mother" or "billet-mother" caused avoidable difficulties as it implies a permanency of relationship. At the same time she warns against rationed warmth or stinted welcome, and holds up as a model to evacuation hostesses the "nannies" of Great Britain, who give their charges love but "do not allow the relationship to become so close that it cannot be severed without heartache."

To emotional soundness Mrs. Strachey adds searching thoroughness in surveying the problems of evacuation, describing the mental health facilities that are and should be available, and analyzing alternatives to the billet plan.

Baltimore, Md. MARION D. GUTMAN

Your Budget—How and Why

ACCOUNTING FOR THE INDIVIDUAL AND FAMILY, by Neva H. Radell. Prentice-Hall. 348 pp. Price $3, postpaid by Survey Associates, Inc.

PROBABLY on no one topic is there so great a need for practical published material as on the subject of the individual or family budgeting. Miss Radell's book is especially timely for this reason, and also because of her emphasis on the values of planned expenditures and the tools and skills which planning requires.

The material, presented by the case method, includes detailed discussions of the budget problems of a college girl, a young bachelor, a bride and groom, a limited income city family, an average American family, a rural family, a professional woman, and a higher income suburban family. Each case presents a pattern of economic living in accordance with sound principles of money management. Because of the wide variety of budget problems discussed, the student or reader will find in some one of them at least, a partial representation of his own particular situation. By modifying and adjusting to meet his particular needs, he can work out his spending plan and his own system for keeping accounts.

The systems for keeping accounts are on the whole fairly detailed. As the author points out, they can be simplified as much as desired by the person with little interest in records. Expenditures for each budget item are discussed briefly in the introductory chapter, and in more detail later on as they relate to the financial planning of a particular case. There is, for example, a comprehensive discussion of the cost of operating an automobile by the young bachelor and a house furnishings record for the bride and groom. Accounts of clothing expenses for a three-year period are included for the limited income city family along with records for children's allowances, travel

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expenses, time schedules, recipe costs, and so on.

Miss Radell's book will be a valuable reference for students and a very real help to individuals or families who want to know just how much they have to spend, and how best to spend it.

LUISE K. ADDISS

Consultant in Home Economics
Community Service Society,
New York City

Career for Girls

BETTY BLAKE, O. T., by Edith M. Stern, in collaboration with Meta B. Cobb, O.T.R. Dodd, Mead. 302 pp. Price $2, postpaid by Survey Associates, Inc.

THIS book grew out of an article on occupational therapy written by Mrs. Stern for the April 1939 *Survey Graphic,* which was abridged and republished by *Readers' Digest.* Her interest in the new medical specialty aroused by her field work in connection with that article, her notebook filled with material which exceeded magazine space limitations, Mrs. Stern enlisted the help of the executive secretary of the American Occupational Therapy Association, and wrote this book for 'teen age girls. Like the rest of Dodd, Mead's "career books," much information about the history of the occupation, the required training, the job opportunities, the day-to-day routines are brought into this story of Betty Blake who dropped out of college because she was "bored" and found occupational therapy an outlet for her skill in arts and crafts, her interest in people, and her administrative ability. As is perhaps unavoidable in a presentation of this sort, the story dwells on the satisfactions and the successes of Betty's career, with little or nothing about its drawbacks and difficulties. Well-read girls, and their teachers and parents, too, will regret the careless writing and the frequent lapses into colloquialism. But these faults are overweighed by the wealth of information made available to girls who are trying to answer that difficult question, "What do I want to be?"

BEULAH AMIDON

Toward Better People

PREFACE TO EUGENICS, by Frederick Osborn. Harper. 312 pp. Price $2.75, postpaid by Survey Associates, Inc.

"IN a civilization which has made small place for parenthood . . . we need new values, a new orientation, a new dedication to serve the future." In these Lincolnesque phrases, Osborn, internationally known demographer, draws to a close this most significant appraisal yet made concerning the population problems of our now maturing country. The book sets forth briefly "what science knows about heredity . . . the growth of population . . . what Europe has done . . . and what the author believes. . ." on these subjects. It is popular in the sense that it is well written. Osborn documents carefully and yields not one inch toward that prostitution of knowledge and fact characteristic of most "popular" works in the social sciences.

The author examines the possibilities of eugenical measures in the light of what is actually known and in relation to the present anti-familism and growing race suicide in the United States. In no case is he an extremist, taking a position midway between the biological fanatics on the one hand and the rabid environmentalists on the other. He shows the need for larger families among the qualified breeders in good economic circumstances and fewer children among the known and potential defectives. Any improvement of the American people must come both from hereditary and environmental measures.

Yet the book suffers defects, chiefly in interpretation. The author still holds to the outmoded mechanistic views of social processes. This, in the face of a growing body of knowledge which indicates that population relations in societies of our type are more organic than mechanical. An organ once withered generally is gone for good. Prevention is sometimes possible, seldom a cure.

CARLE C. ZIMMERMAN

Harvard University

Interplay

PERSONALITY AND PROBLEMS OF ADJUSTMENT, by Kimball Young. Crofts. 868 pp. Price $4.25, postpaid by Survey Associates, Inc.

THIS book was planned as a "college text in courses dealing with the psychology of personality or with the problems of mental hygiene, and to serve as an orientation to the interplay of personality, society, and culture." It is an amazingly successful attempt at developing a workable combination of "the standpoints and data of psychology, social psychology, and cultural anthropology." Professor Young gives the impression of being an indefatigable reader with the ability to bring material together in useful form. The trick by which he has done this and yet maintained a certain unity through the whole thing, is beyond me—but there it is. An extensive bibliography neatly invites the reader to a more elaborate study at any point.

There are thirty chapters, close written but understandable, moving on in orderly sequence. The first thirteen cover "Foundations of the Personality." The next fifteen take up "Selected Problems of Personal Adjustment"—such as adolescence, marriage, the learning process, delinquency. Here, just as beautifully as in Part I, all the theories are fully and carefully annotated without the slightest tendency towards scattering. Two chapters, "Certain Wider Implications," cover integration through religion, art, and avocation and finally personality, society, and culture.

Professor Young has done a much needed job and has done it superlatively. The book may do well for college students, but it will do even better for some of us more mature souls who constantly want to put our finger upon what has been done in such and such an area. It lacks the predigested naivete of source books, but it more than meets them in presenting different points of view.

Newark, N. J. JAMES S. PLANT, M.D.

Readable Reference

SOCIAL PROBLEMS, by Carl M. Rosenquist. Prentice-Hall. 519 pp. Price $4, postpaid by Survey Associates, Inc.

SOCIAL workers require knowledge from related fields of learning to increase their understanding of social problems, and to help them in their task of aiding in the social adjustment of their clients. In Professor Rosenquist's book are concise, informative statements about social problems, the results of recent research, and the latest thinking on their sociological, economic, medical psychiatric, and other important aspects.

His book should be particularly valuable to busy people who need essential information quickly. Social workers who do not have access to libraries will find it an adequate and satisfactory reference. Well selected bibliographies are included.

All students of social problems will enjoy as well as gain in understanding by reading this book, for it is well and interestingly written with a minimum of documentation.

Cornell University JOSEPHINE STRODE

"Nice Enough for Poor Folks"

BELLEVUE, by Lorraine Maynard in collaboration with Laurence Miscall, M.D. Julian Messner. 280 pp. Price $2.50, postpaid by Survey Associates, Inc.

ONE need not be very serious about this book which, says its jacket, "takes the reader behind the scenes, into the teeming life of the world's most famous hospital." Well, so it does, and it shows him through with many "funny" stories about "bums" and "tramps," "animal-like peasant women," "tough tarts," and "the average Negro . . . less physically, mentally, or esthetically sensitive than a white . . . ."

"Bellevue," says the author in her preface, "is one of democracy's success stories . . . . The socially constructive instrument which Medicine forged out of Bellevue . . . gives you, once you know it, a positive glow of pride in what democratic men of goodwill can do with a bad problem." Not the way you tell it, lady, not the way you tell it.

In the chapter "What's That to Us?" you say, "You and I may think that Bellevue is nice enough for poor folks

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and interesting perhaps as a source of stories about them, but . . . ." Then you tell us what a protection it is to "us" because "the weird procession of diseases that troop through its portals might otherwise be roaming the streets and possibly infecting us." And, "Financially too we derive insurance from Bellevue because if the poor who apply there today for care were not taken in and cured of incipient diseases they would—a few years hence—become dependent invalids, causing a further, perhaps permanent drain on the tax rolls."

Bellevue is not for the likes of "us" or for "us" or for anyone "ignorant of or unable to accept with tranquillity a slum environment." It does a good job for all, you say, "but it is best for the economically poor people it was designed to serve. The crowding, the necessary regimentation, and the unavoidable lack of privacy put a serious strain on men and women who—however poor in purse—have been more gently bred."

"It can't all be funny," you tell us. We'll go further than that and say that none of it is funny or much of anything else—not the way you tell it. You have seen Bellevue, but yours are not the eyes of compassion. In spite of you, this reviewer believes that Bellevue is a great institution. GERTRUDE SPRINGER

Negro Youth

IN A MINOR KEY, NEGRO YOUTH IN STORY AND FACT, by Ira DeA. Reid. Prepared for The American Youth Commission, American Council on Education. 134 pp. Price $1.25, postpaid by Survey Associates, Inc.

THOSE who are interested in interracial understanding find the U. S. Census a most effective introduction to the subject. Regardless of the group, the locale, or the occasion, there can be no objection to a recital of the fact that there are thirteen million Negroes in our population, that so many reside in the particular state or community. The Census is not a subject for argument; skilful use of its data can create an atmosphere of objectivity.

These remarks are intended as praise, not criticism, of this study of Negro youth. The study, one of a series being sponsored by the American Youth Commission, is a factual yet graphic and stimulating picture of the status of America's Negro young people.

While most of the material contained in the volume has been available previously in scattered sources, this book represents the first attempt to synthesize, interpret, and present in popular form the often depressing, frequently heartening picture of this one tenth of the nation's youth.

The Southern Commission on Interracial Cooperation has demonstrated that factual materials, plus a little stimulation, can form the basis for a broad educational program. As a result of its work, hundreds of highschools and colleges now include race relations in their curricula. Volumes such as the present one can be effective in bringing to the attention of all Americans this particular group of citizens.

Ira DeA. Reid is a member of the faculty of Atlanta University and was formerly associated with the Urban League. Since coming to the South he has won increasing recognition as one of the region's emerging sociologists.

Auburn, Ala. GOULD BEECH

In the Pueblos

THE HOPI CHILD, by Wayne Dennis. Appleton-Century. 204 pp. Price $2.50, postpaid by Survey Associates, Inc.

THIS psychological study of child rearing and child behavior in the Hopi pueblos seems rather pedestrian and not so penetrating as one could wish. This reader got the impression that Professor Dennis and his wife were not in the Hopi country long enough to get the "feel" of it, nor were they apparently very familiar with the methodology of approaching primitive peoples. Still, the book undoubtedly has some value.

New York ALDEN STEVENS

Battle of the Ages

MAN AGAINST MICROBE, by Joseph W. Bigger. Macmillan. 304 pp. Price $2.50, postpaid by Survey Associates, Inc.

THE general public gets its concepts of microbes, as of any other technical category, through the eyes of the specialist or technician. Dr. Bigger's attempt to introduce the layman to the world of bacteria could have been written only by a medical man; but it was written by a scientist who appreciates the interests and the outlooks of cultivated men and women who are curious about the findings and thoughts of scientists, and of their possible consequences to people in general. For the student and the professional worker, this furnishes also an excellent and summary outline of the whole history of microbiology.

New York BENJAMIN C. GRUENBERG

Run of the Shelves

CHILD CARE AND TRAINING, by Marion L. Faegre and John E. Anderson. University of Minnesota Press. 320 pp. Price $2.50 trade; $2 text, postpaid by Survey Associates, Inc.

A VALUABLE book for parents and teachers, which has already demonstrated its soundness, and once more has been brought up to date in this fifth revised edition.

MAKERS OF NURSING HISTORY, edited by Meta Rutter Pennock. Lakeside Publishing Company. 128 pp. Price $2.50, postpaid by Survey Associates, Inc.

A PORTRAIT gallery, photographs and personality sketches of 109 women who over the years have contributed greatly to the advancement of the profession of nursing. About half of the sketches were included in an earlier volume of the same name.

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Readers Write

Your Turn, Mrs. Jones

TO THE EDITOR: It seems to me that it's Mrs. Jones' turn to laugh. The social workers at the relief offices have had lots of chuckles, kindly and indulgent of course, over the letters she's written them. The letters really are funny. Thousands of them have been printed and the public, too, has been mightily amused.

Yes, Mrs. Jones, you and the rest of the relief recipients have put on a good show with your amusing letters. But you deserve a little laughter, too. Social workers do their share of writing, you know. They construct word pictures of you, your home and your family, just as you, in your letters, give them, the best way you know how, a picture of your situation. If you, Mrs. Jones, could read some of the comments on you as entered in the records of a public welfare agency, you would have a good laugh.

For example, a worker recorded that, "It was impossible to find out what Mr. O. and family had lived on excepting they had one cow giving one and one-half gallons of milk daily and five hens." And while on the subject of chickens not to mention land use, another worker reported, "He has one half acre planted which helps supply the family with vegetables and a dozen hens." Another family "owned a vacant lot in South Dakota which was covered by delinquent taxes." Camouflage, or a new type of fertilizer?

Medical terminology may be a mystery to social workers, but they do their best to give accurate pictures of their clients' physical condition. Thus: "Miss N. paid $6 for rent of the apartment which was furnished, and although in a poor state of repair she was fairly comfortable." And another, "Man has been sick with hemriods. Better now." Still another: "She first had inflammatory rheumatism followed by arthritis, Dr. Smith and Dr. Brown." Whether or not the patient recovered from the last two afflictions is not recorded.

Grammar and punctuation are unimportant compared with the vital task of diagnosing cases of economic anemia. Thus the entry in the record: "Economic Conditions. Man cuts his own wood, there is really no immediate need existing at this time but in the near future children will need shoes, bedding is good and enough to last for a long time, the range is good and the only real need is in staple groceries, home neat as a pin, something wrong, they do not plant a garden, they have no ground of their own however."

Relatives, even relatives who have died, may be a constant source of worry and irritation. Not so for one man, of whom a worker reports, "His widow and two children are somewhere in Oregon. Never hears from them or contributes to their support."

It's your turn, Mrs. Jones. Have a good laugh.

Raymond, Wash. H. C. LARSON

"When The Children Come"

TO THE EDITOR: The excellent description in the October issue of *Survey Midmonthly*, of endeavors to bring English children to this country [see "When the Children Come" by Kathryn Close] must have raised questions in many minds as to what can be done to broaden the program should the present situation change. Should bombing of England stop, or should Britain lose control of the transatlantic traffic lanes, the number of children coming to this country will be very small. If, however, bombing continues, and the British government can keep shipping lanes reasonably safe, the number of children who ought to be brought over may rise even higher than the 200,000 originally registered. None of us can predict that this will happen, but we ought to be prepared.

It so happens that while we have no precedent for inviting foreign children for the duration of an emergency, there is such a precedent in England: the evacuation of Basque children during the Spanish civil war. When the fascist armies closed in on Bilbao in May 1937, interested persons in France, Russia, and England started agencies for the removal of Basque children to safe countries. The plans were carried out swiftly and successfully.

It should be noted that the response of the English public was marvellous. By and large only progressive people who, in England as elsewhere, are not always the wealthiest people, were in sympathy with the Spanish cause. And extraordinary speed was essential. Yet funds for some 4,000 children were secured in time, and those children were cared for over a period of two to three years—until the forces of aggression closed in on England herself.

From my experience with those British efforts for Basque children, I got the impression that their success was largely the result of the methods used, which differed considerably from those currently employed here. Foster homes were scarcely used at all. After a rather unsuccessful attempt to care for all the 4,000 children in one big camp, a number of institutions for about fifty children each were set up. The staff consisted largely of Spanish adults such as teachers who had been dealing with those children before, who had been evacuated with them, and who served for free board and pocket money. English volunteers and a few paid workers cooperated. A number of suitable places were obtained at a nominal rental. Vegetable gardens, tended by the children, helped to bring down per capita costs, which sometimes were as low as $10 a month. Costs were met partly by regular monthly contributions "for the duration" and earmarked for individual children, and partly by unspecified contributions of divers size.

Institutions for children are often frowned upon in this country, chiefly on the theory that the normal family is the best place for the normal child. It must not be forgotten, however, that the problem of the children evacuated from England is totally different from the problem of dependent American children. The placement of our British guests is essentially temporary. Their real homes are and remain the homes of their parents in England. There would be no point in loosening those ties or in offering new homes which would compete with the old ones. These would only place the children under the strain of a divided loyalty. The ability of a foster home to replace the former real home in the emotions of a child, otherwise an asset, may here become a liability. I therefore believe that an attempt to supplement the existing program for British children by an institutional program would be sound from a psychological point of view. Such an attempt may go a long way toward that increase in the scope of the program which soon may be needed.

San Francisco, Cal. ROBERT PLANK

Children of Britain

TO THE EDITOR: Your readers who are concerned with "our young British guests" will be interested in the following excerpts from a letter written in mid-October by M. L. Harford, an English social worker:

"I am entirely in agreement with you that evacuation (to America) is the lesser of two evils. As to how far children settle or adjust themselves is such an individual matter that only very careful billeting and placing can make it succeed. On the other hand the difference between town and country standards in Great Britain is almost as great, I should think, as between American and English ways. Many children have settled wonderfully away from their homes.

"It is an interesting fact that English parents appear to be quite as ready, if not more so, to send their children overseas as to send them into reception areas here. There is probably less strain

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on either side. Of course no one can promise freedom from bombing in this island at present, though obviously there is far less danger in the scattered areas of the country than in London or any of the great cities.

"We are now beginning to send out mothers and children together, and all kinds of experiments are to be tried in the direction of hostels for boys and girls and for fathers in evacuation areas."

New York JOANNA C. COLCORD

Good Old Days

TO THE EDITOR: This bit from the forty-year-old diary of the matron of an Indiana county orphanage indicates that pressure and variety are not new in public welfare work. The grand jury touch too has its modern parallel. The date of this entry was October 13, 1909.

"Got up at 5. Washed, dressed. Went into the boys room, found a pile of them romping on a bed tearing up bedclothes, whipped six of them. Went down cellar, no fire in furnace, waked the man, went to stable, looked after fresh cow, ate breakfast. Made the boys wash. Had prayers while the children ate. Ordered dinner, made the carpenter nail up open stairway. Made the boys sweep the porches, pavements, and backstairs. Hunted up a lantern for the carpenter, carried a bucket of hot water to hospital room and stood around till the convalescent scarlet fever boy straightened up his room and took a bath. Made a boy mop the sitting room. Sewed on Sylvester's buttons, made Zeke a garter. Made the boys get ready for school. Answered the telephone and dozens of other questions, all this before 8 o'clock in the morning. This goes on all day. Today supplemented by a visit from the Grand Jury, who had to be galavanted all over the place and have the whole government explained."

Indianapolis, Ind. RUTH E. BECK

That Special Board Member Issue

TO THE EDITOR: Truth there is in every paragraph of Mrs. Pleuthner's article, "We Believe in Social Workers, but . . . ," in the November *Survey Midmonthly*. But may I, a layman in the strict sense of the word, present on the same impersonal basis a brief for social workers as I know them?

Laymen ask: "Why don't they (social workers) put their cards on the table?" Most social workers with whom I have worked do—and they welcome criticism. The social worker who goes "prima donna" is a back number these days. I have yet to meet one who wouldn't welcome a survey made by "intelligent, impersonal 'outsiders'." But I suggest that a competently trained social worker, "outsider" or "insider," could make a better survey than an "intelligent, impartial 'outsider'."

Social workers "authorities" in matters of finance? I know no one who can make a dollar go farther or last longer. Their personal struggle with low salaries, their years of experience in balancing agency budgets, make them expert dollar-stretchers. They are working for the betterment of conditions in the community which hires them. The community's troubled people and the community's dollars—plus their own skills—are the materials with which they work. Basically, social workers and business men have a common objective, the extension of all that is good in the American tradition. Social workers approach it through efforts to preserve the dignity and self-respect of the individual; business men, through attempts to preserve the integrity and stability of the community. When social workers spotlight unlovely social defects they are merely using the cartoonists' technique of emphasis.

If social workers do "feed intellectually on one another," as laymen opine (and I disavow), could it be because they are intellectually hungry? And could this be because they thoughtlessly are left out of much of the social life of the community and, consequently, do not share its emotional and intellectual stimulus? The community is the real loser here; most social workers in my ken are human—very human—beings, and, like most laymen, very good company.

Not being a social worker myself, I cannot know whether social workers think they are "the only keepers of the faith in matters of community welfare." As the executive secretary of a Community Chest and Council I do know who *are* the keepers of the faith. I do know how many are the laymen who are the keepers of the faith, and I do know with what fidelity and devotion they keep it. I do know, from cherished experience, that laymen and social workers have more in common than they have in disagreement, and that social workers value the laymen's opinions and are eager to share them. NOYES COLLINSON

Council of Social Agencies
Cambridge, Mass.

TO THE EDITOR: Here's *The Survey* listening through keyholes again. You must have been listening to know so much about how welfare offices are run. The story "The Meeting Will Please Come to Order" in the November *Midmonthly* is just like the real thing—well, perhaps it is. It's coca colas that I send my stenographer for, instead of silk hose.

Since the church has been moved into our building, due to the boom rush and the sale of its old building, we have an altar railing, a set of pastor's books, and a box of old song books stowed in the lobby. If anybody craves the mourner's bench, there it is. All of this adds to the general literary atmosphere of my own winter quarters, where the county books are stored. When the county school superintendent, the district field supervisor, my stenographer, the district WPA interviewer, and I all get together around one stove, it's time for someone to move out. The WPA lady obliged.

Hinesville, Ga. MARY L. ROGERS

TO THE EDITOR: I was interested to see that your front cover title for Mrs. Baker's article "Grandma Called it Charity" in the November *Survey Midmonthly* is identical with the title of a pamphlet on Strykers Lane Community Center which Mr. and Mrs. Walter Gordon Merritt prepared some years ago.

The use of the title is of no particular importance as far as we are concerned, but I was interested to see the difference in emphasis in Mrs. Baker's article and the point that Mr. and Mrs. Merritt made about the significance of Strykers Lane. Mrs. Baker focuses attention on the change in attitude of the volunteer toward the responsibility of social service; Mr. and Mrs. Merritt pointed out that a change in the conception of social work as charity must begin with the assumption of responsibility by the residents of a neighborhood themselves. In the proof that self-organization and self-help are the dynamos of social progress, Strykers Lane is, we feel, providing an answer for those who are concerned with the future development of the entire field of social work.

New York FREDERICK H. SMITH, IV

Short and Sweet

YOU DESERVE CONGRATULATIONS ON THE articles in the November issue of *Survey Midmonthly*. They are a blessing for both board and executive.

(REV.) L. DESMARAIS

Montreal, Canada
Director, Conseil des Oeuvres

I HAVE JUST READ THE BOARD MEMBER issue. Mrs. Pleuthner's "We Believe in Social Workers, but . . ." is something long overdue and much wished for. "Grandma Called It Charity" should have "made" one of the sophisticratic publications whose readers need its philosophy even more than social workers.

Onancock, Va. ALBERT A. RICHARDS

Midst alternating laugh and sob
I just perused "Two On The Job."
It carries marrow, meat, and bones:
It's full of facts—and overtones.
Our boards and staffs, both males and she's,
Have problems bothersome as fleas,
Though men (accept our measured mockings)
Have fewer runs in fewer stockings!

Washington, D. C. RAY EVERETT

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CHILD WELFARE LEAGUE OF AMERICA —130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of Work. It also co-operates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

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National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Jane M. Hoey, President, Washington, D. C.; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-eighth annual convention of the Conference will be held in Atlantic City, N. J., June 1-7, 1941. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

Racial Adjustment

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